

Law Enforcement News

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Capital approach to gun crimes D.C. may be next city to try stop-and-search tactics

Crime-plagued Washington, D.C., may soon become the next test site of a gun-suppression strategy that has been tried in Indianapolis and Kansas City, Mo., where it has resulted in encouraging reductions in the rate of violent crimes committed with firearms and an increase in the number of illegal guns seized.

During a speech commemorating slain civil-rights leader Martin Luther King Jr. on Jan. 14, U.S. Attorney Eric H. Holder Jr. announced he is completing details of a plan to reduce the number of guns and gun-related crimes in the district, which continues to suffer from one of the nation's highest violent-crime rates. He said the program would be modeled on one in Kansas City, involving increased police traffic stops and checks of pedestrians suspected of carrying illegal weapons.

In Kansas City, the effort has generated a 65-percent increase in the number of gun seizures over a period of six to nine months, and a 49-percent drop in gun-related violence.

Washington, D.C., already has one of the most restrictive gun laws in the nation. Only law enforcement officers are permitted to own and carry firearms in the city, yet the district has ranked near

the top nationally in the number of gun-related crimes and homicides for several years in a row.

Holder noted that in the 15 months since he was appointed by President Clinton to serve as the district's top Federal prosecutor, 527 residents had been murdered. Most of the victims were killed with guns, he said.

Holder said he hoped to have the program running in three months. It will involve assigning officers of the district's Metropolitan Police Department to find and confiscate guns in the most violence-ridden sections of the city. They will be backed by Federal agents from the Bureau of Alcohol, Tobacco and Firearms, who will compile information from gun seizures to track down sources of the illegal weapons.

The U.S. Attorney's office will provide training to officers assigned to the effort to ensure that searches and traffic stops do not overstep constitutional boundaries.

As part of the effort, Holder said, he wants to launch a public-awareness campaign to educate residents about gun violence. He said he hopes that celebrities from sports, entertainment and the media would volunteer their services to the campaign,

which will target young people in an effort to break "romanticized" notions about gun violence and end "our young people's fascination" with guns.

Holder said he had met twice with officials of all Federal and local law enforcement agencies in the district to plan the effort and planned to hold a final strategy session sometime this month. Among those attending the sessions was Lawrence Sherman, the University of Maryland crime-control researcher who has been serving as the chief criminologist of the Indianapolis Police Department.

Sherman is the architect behind gun-reduction programs in Kansas City and, most recently, in Indianapolis, where the effort got underway only a few months ago. The Kansas City project, which began in 1992, initially involved door-to-door efforts by police to gather anonymous tips from residents of gun-plagued neighborhoods, gun buy-backs and hotlines. [LEN, Feb. 29, 1992.] When those tactics yielded few results, police began targeting crime "hot spots" by increasing traffic enforcement as a basis for searching vehicles.

That approach generated better results, Sherman told Law Enforcement News, with police

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House shifts into high gear with overhaul of 1994 crime control act

As Law Enforcement News went to press, the House of Representatives was working at a feverish pace to rewrite the Violent Crime Control Act signed into law last year by President Clinton last fall, and had approved several measures supporters say will strip the law of its "pork" — prevention and social programs — while providing tougher criminal sanctions.

On Feb. 8, the Republican-controlled House approved two of six bills aimed at recasting the 1994 omnibus anti-crime act, including long-sought limits on the number of habeas corpus petitions that can be filed by death-row inmates to appeal their sentences, and an overhaul of the exclusionary rule that would permit some evidence seized illegally by police to be introduced by prosecutors in criminal proceedings.

A day earlier, the House approved a bill requiring those convicted of Federal crimes to make restitution to victims.

The Senate is not expected to take up the measures until the spring, but in the meantime, several other Republi-

can proposals are on the House's front burner, including a measure — approved by the House Judiciary Committee on Feb. 2 — that would provide \$10 billion in block grants to localities "to reduce crime and improve public safety."

Opponents of the block-grant measure believe the broadly worded bill would effectively kill the \$8.8-billion police hiring fund to add 100,000 police officers nationwide. Supporters say it gives communities more flexibility in the way the money is spent, gives police chiefs who do not subscribe to the community-policing philosophy a chance to use the funds to hire new officers and would divest localities of the matching-fund requirement in the 1994 crime law.

Other proposals being considered under the "Take Back Our Streets Act," as it is referred to in the GOP's Contract With America, would streamline the deportation procedure against illegal immigrants who commit violent crimes; impose minimum sentences for those convicted of using guns to commit crimes, and provide \$10.5 billion over five years for the construction of new prison facilities.

[The prison-construction funding was approved by the House in a 265-156 vote on Feb. 10.]

Action has been delayed on a move to repeal the 1994 act's assault weapons ban. It is expected to be considered following the first 100 days of the Congressional session, in a move designed to increase the chances for passage of other Republican anti-crime provisions.

"The assault weapons ban question was never part of the contract, and

so we prefer to hold [the vote] later," said Representative Bill McCollum, a Florida Republican who favors repeal. "This will be better for everybody."

Clinton has vowed to veto any repeal of the assault weapons ban — which is overwhelmingly supported by the nation's law enforcement profession. Appearing with a group of police officials to announce new round of police hiring grants, Clinton said on Feb. 8 he would also veto any bill that tinkers with the police hiring program.

On Feb. 8, the House passed by a vote of 298-142 a measure to give Federal prosecutors more latitude in using evidence seized illegally, including that which is obtained without a search warrant. Supporters of the measure said it would reverse the chances of charges being dropped because of legal technicalities. Opponents said the bill would strike at the very heart of protection against unreasonable search and seizure that is guaranteed by the Fourth Amendment of the Constitution.

The Supreme Court had long held that illegally seized evidence was inadmissible in a criminal trial. But in a 1984 appeal of a California narcotics case, the High Court ruled that evidence obtained with defective search warrants could be permissible if police acted in the "good faith" belief that the warrant was valid.

The measure just approved by the House extends the exception to warrantless searches as well as those conducted with presumptively valid warrants. It would not exclude evidence if the search was carried out "in circumstances justifying an objectively reasonable belief that it was in confor-

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Police to Congress: Back off

Leaders of the nation's major law enforcement organizations have a few choice words for Congress: "Leave the assault weapons ban intact, and don't monkey around with the police hiring grant program."

In interviews with Law Enforcement News, officials said they supported some of the proposals made by Republicans as part of their "Take Back Our Streets Act of 1995," particularly those that weaken the exclusionary rule and place limits on habeas corpus petitions by death row prisoners. But nearly all said they oppose efforts to roll back the assault-weapons ban or the police hiring grant program. Many said they had spent the early part of February on Capitol Hill making sure that lawmakers are aware of their views.

Opposition to any attempt to repeal the assault weapons ban was expressed in terms bordering on the passionate. The ban, a contentious part of the Violent Crime Control Act of 1994, prohibits the manufacture, sale and transfer of 19 semiautomatic assault-style weapons.

The leaders of the International Association of Chiefs of Police

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What They Are Saying:

"We've marched on the Hill, we've fought to eliminate these high-tech killing machines from our cities, and we do not want to see that go down the tubes because of political lobbying by gun groups."

— Police Foundation president Hubert Williams, on the prospect of Congress repealing the assault-weapons ban included in last year's crime control act. (10/2)

Around the Nation

Northeast

CONNECTICUT — Henry Price, a convicted felon who was pardoned last November after serving 12 years for killing his drug dealer, announced his candidacy Jan. 17 for a seat on the Hartford City Council.

DELAWARE — Eighth-graders in Wilmington accounted for the largest proportion of school-weapons incidents from September 1993 to June 1994 — 58 out of 352 incidents. Officials blame increased violence on the availability of guns and a retaliation code.

DISTRICT OF COLUMBIA — Police fear that a stalker may be on the loose shooting at officers. On Jan. 10, a uniformed off-duty officer was shot as he sat in a fast-food restaurant. A second District officer, Sgt. Eric Hayes, 40, was shot several times on Jan. 16 as he sat in his patrol car. An apparent match between the bullets was reported by The Washington Post. The suspects in both shootings are said to have worn ski masks. Hayes was hospitalized in good condition.

Police and community leaders are seeking students' help in ridding Carle High School of guns, following the recent shooting death of a teenager there. Teen-agers have been asked to call a toll-free Crime Solvers hotline to report anyone carrying a gun, and \$100 rewards are being offered for any tips leading to an arrest.

Police are investigating how Alphonso Forte, 29, a city jail inmate, was able to secretly marry guard Janice Hubbard and escape in January. Hubbard and Forte were captured Jan. 22 in Petersburg, Va.

MARYLAND — Chong Chao Chen and Chang Han Chen were sentenced to 27 years and 14 years in prison, respectively, for smuggling illegal aliens from China and freeing them only after relatives paid ransoms of \$20,000 to \$28,000.

MASSACHUSETTS — A 20-year-old Brockton man was sentenced to 46 months in prison Jan. 23 after pleading guilty to painting swastikas on a synagogue and harassing blacks. Brian Clayton also admitted to being a founding member of a neo-Nazi skinhead group, the New Dawn Hammerskins.

NEW JERSEY — In response to 12 slayings so far this year, Camden police officials said last month that police patrols would be beefed up and an anti-crime task force would be reactivated.

Franklin police officials said Jan. 4 that four officers accused of beating a motorist during a 1990 traffic stop will not be disciplined because too much time has passed. The department had agreed to take no action until the conclusion of the criminal case, which has ended with no charges filed.

NEW YORK — Despite dire predictions of prison overcrowding, Gov. George Pataki signed an executive order Jan. 24 that bars most violent felons from participating in work-release programs. The order will effect some

1,300 inmates and cost the state about \$15 million. Pataki has also pledged to eliminate parole for violent felons without having to build new prison cells. He will do this, he said, by finding alternative means of incarceration for low-level, non-violent, second felony offenders.

Gertrude LaForgia, commanding officer of the New York City Police Department's Public Morals Division, was promoted last month to assistant chief — the highest rank ever attained by a woman in the department. LaForgia, a 29-year veteran, was named patrol commander of the new Queens North borough command. In other personnel actions, John Timoney was promoted to first deputy commissioner, while Chief of Patrol Louis Anemone was named to succeed Timoney as chief of department, the highest-ranking uniformed post. Manhattan North Commanding Officer Wilbur Chapman was named chief of patrol, Chief Charles Reuther of the Organized Crime Control Bureau is now chief of detectives, and Narcotics Bureau Chief Martin O'Boyle succeeds Reuther.

The hiring of more police officers, the implementation of new programs, and stiffer penalties for airport hucksters have been credited with a 9.5-percent drop in crime last year at Port Authority facilities, including La Guardia and Kennedy airports, and the main bus terminal in Manhattan. Luggage theft was down 11 percent, and robberies declined nearly 21 percent. Police say a 43-percent jump in the number of purse snatchings is due to travelers leaving purses unattended.

Javier Miranda, 27, pleaded guilty to murder Jan. 24 in the shooting death of New York City Police Officer Sean McDonald, who was killed last March when he tried to arrest Miranda and another man he saw trying to rob a clothing store. Charges are still pending against the second defendant, Rudolfo Rodriguez.

About 250 people protested in the Bronx Jan. 16 to demand the indictments of two New York City police officers in the death of Anthony Baez, a 29-year-old Florida man who was asphyxiated when police tried to arrest him Dec. 22. Baez and three of his brothers were playing football in the street and their hall hit two police cars.

David Degondea was sentenced Jan. 9 to 55 years to life for the 1993 murder of New York City undercover officer Luis Lopez during a 1993 buy-and-hust operation. Degondea has filed a \$3-million suit against New York City and the Police Department seeking compensatory damages for his loss of income from drug dealing.

A New York City police officer who was indicted last month in connection with an auto-theft ring was found shot to death gangland style Jan. 25. Keith Merolle was at the center of a scam that allegedly involved his sister, Police Officer Linda Merolle-DiRubbio; his father, retired police officer Raymond Merolle; his brother-in-law, Officer Vincent DiRubbio, and two other men. Merolle was also a suspect in a 1989 car bombing. Law enforcement officials said that Merolle might have been shot for any number of reasons including the auto crime, an

earlier dispute, or something in his past. One official said Merolle "was not a well-liked guy."

A Buffalo woman filed a multimillion-dollar lawsuit last month after she was strip searched by police last September following an arrest for fare evasion. Gretchen J. Vinson, 33, claims she was naked in the lavatory with a female detective while several men entered to use the facilities. According to the Buffalo police, it was the responsibility of the arresting officer from the Niagara Frontier Transit Authority to guard the bathroom door.

A 13-year-old Brentwood girl and her 10- and 11-year-old brothers were charged last month with raping and sodomizing their 3-year-old cousin while their grandmother slept upstairs. Both boys attend schools for children with learning or emotional disabilities.

PENNSYLVANIA — Three Doylestown men, Roy Elliot, 21, Jan Pyatt, Jr., 23, and Jason Tapper, 21, face seven years in prison after being convicted last month in the torture killing of a Dalmatian. The trio taped the dog's mouth shut, then set a pit bull on him, cut his ears off, crushed his head, and slit his throat.

RHODE ISLAND — An unnamed Providence police officer was suspended without pay in January after a videotape showed him kicking a black man lying on the ground. The department is considering whether to file criminal charges against the white officer.

Southeast

FLORIDA — Everything from 5-inch pygmy marmosets to poisonous frogs from Venezuela have been found recently by U.S. Customs officials in Miami trying to stop the flood of illegal pets into the country. According to Eddie McKissick, a U.S. Fish and Wildlife agent, only 10 percent to 20 percent of smuggled animals are intercepted. McKissick said one recent arrest involved a man who, along with 300 poisonous frogs, tried to enter the U.S. with 14 boa constrictors and about 200 bird-eating spiders. Agents also nabbed a woman smuggling a giant teddy bear that had been stuffed with snakes and tortoises.

Jury selection began in Brooksville Jan. 3 in the trial of Edwin Kaprat, 30, who allegedly raped and killed four elderly women in 1993 because "he had the urge."

Legislators are pushing for a re-examination of an unwritten policy of housing inmates near their families to make visits easier, after the recent escape of five killers.

GEORGIA — The Fulton County Police Department has sharply limited its pursuit policy to prohibit chases unless the suspect has committed murder, manslaughter, aggravated assault or battery, kidnapping, rape, armed robbery, first-degree arson, a felony or misdemeanor involving deadly force, or any crime that creates an imminent

threat of death or serious injury.

NORTH CAROLINA — Kermit Smith recently became only the second white person in the United States to be executed for murdering a black person since the reinstatement of the death penalty in 1976. Smith, who raped and murdered 20-year-old Wheette Collins in 1980, was put to death on Jan. 24 by lethal injection. Smith abducted Collins and two other cheerleaders from North Carolina Wesleyan College, and then raped Collins while the others were locked in the trunk of his car. Collins was found with her feet stuck into the openings of a cinderblock and her head smashed in. The other women escaped.

The rape trial of Andre Green, 13, began Jan. 24 in Raleigh. Green is believed to be the first 13-year-old to be tried as an adult in the state. He is accused of raping a woman at an apartment complex last July.

TENNESSEE — Five Memphis police officers face administrative charges for engaging in a pursuit in December that ended in a crash and multiple injuries. The 25-minute chase along city streets began when officers spotted a stolen Chevy driven by a 16-year-old. High-speed chases are strictly prohibited by the department unless the driver is a violent felon.

VIRGINIA — Three Virginia Congressmen, supported by Washington, D.C., officials, are renewing their push to close the District's prison in Lorton and transfer its 7,000 inmates to Federal facilities. The move would save Washington about \$161 million annually.

Midwest

ILLINOIS — A survey released last month by the Chicago Alliance for Neighborhood Safety found that 84 percent of high school students said they had been treated disrespectfully by police or had seen others treated with disrespect.

A gunshop located across the street from a high school in Prospect Heights closed Dec. 24 after nearly 16 months of controversy. The Strictly Shooting store, which opened in June 1993, was the site of protests and rallies by students, parents, and local residents who wanted it relocated. Owner Paul Petersen said he closed the shop because Prospect Heights Mayor Edward Rothford failed to act promptly on his request for an exemption from a Cook County ordinance that bans suburban gun shops within a quarter-mile of a school or park.

INDIANA — Robert Wyche, 15, of Indianapolis was killed Jan. 22 after he fired at a state police detective with a gun stolen from another officer. The detective, Sgt. Larry Harsh, was not injured.

Hammond merchants were warned last month to closely examine \$20 bills after an estimated \$500,000 in counterfeit bills was found in a trash bin.

KENTUCKY — College programs at 10 prisons will be eliminated this spring due to a provision in the 1994 Federal

crime bill that bars inmates from receiving aid through the Pell grant program for low-income students.

The Fayette County Coroner's Office ruled Jan. 9 that the Oct. 25 killing of 18-year-old Antonio Sullivan, a black man, by a white Lexington police sergeant, Phil Vogel, was unintentional. The shooting sparked civil unrest.

MICHIGAN — Grosse Pointe's two public high schools are considering requiring students to take Breathalyzer tests if they act rowdy or drunk at school functions. Some students say they stay away from school dances because of others who drink.

Two inmates at the Muskegon Correctional Facility held a guard hostage for five hours in their cell last month, raping and beating her. The prisoners, who were arrested and transferred, demanded \$500 and a TV interview.

OHIO — Toledo police are increasing patrols in an attempt to cut down on the high rate of traffic accidents in the city. Toledo has the fourth highest accident rate in the state.

WISCONSIN — Guards at the Kettle Moraine Correctional Institute wore white sneakers to work last month instead of standard black work boots to protest prison overcrowding. The facility has about one guard for every 60 inmates.

State Corrections Secretary Michael Sullivan said Jan. 12 that a massive prison construction program is needed to handle a growing inmate population. The number of inmates now exceeds 10,000, approximately 40 percent over capacity.

Glendale police are holding a man suspected of murdering Police Officer Ronald Hedbany last October, but it may take six months before DNA tests of the suspect's blood and saliva can provide scientific evidence in the crime. Only one staff member of the state crime laboratory is currently certified to do the testing. Crime lab director Jerome A. Guerts is hopeful that DNA testing will become available to all state law enforcement agencies by 1996. Hedbany, 42, was shot in or near his squad car at point-blank range.

Plains States

KANSAS — Drugs and domestic violence are said to be the leading causes of a startling increase in homicides in Kansas City last year. The city counted some 59 homicides in 1994, tying its all-time record. Police and community leaders are hopeful that a greater emphasis on community policing in 1995 will help turn things around.

A 36-year-old Kansas City teacher was shot in the chin in January after he allegedly raped a teen-age girl in his home. Anthony C. Robinson was charged with one count each of sodomy and rape. According to the girl, Robinson had raped her previously, telling her he would kill her if she told anyone. After Robinson raped her again, she fought back, waiting until he fell

Around the Nation

asleep and then shooting him with one of his own handguns. No charges have been filed against the teen-ager.

MINNESOTA — Four Minneapolis police officers and a state trooper were sued last month by Michael Olson, who claims they beat him severely after a 1990 car chase, leaving him in intensive care for four days.

A 31-year-old St. Paul man who confessed to molesting about 100 teenagers was sentenced to 15 years probation Jan. 12. Thomas Brooks received the lenient sentence on the recommendation of prosecutors and the probation department.

MISSOURI — Thomas Christopher Nolan, 35, is being held for psychiatric evaluation after allegedly stalking Miss America, Heather Whitestone. Nolan tried to pass himself off to police as an old family friend of Whitestone, allegedly sent letters to the family and called Whitestone and her mother from a hotel room in Birmingham.

Jackson County Circuit Court Judge Jay A. Daugherty last month refused to reduce \$500,000 bail for Anthony Smalley, a 15-year-old accused of killing two youths and injuring a man in a 1993 drive-by shooting. Smalley's criminal record began when he was 9.

MONTANA — Two inmates of the state prison in Deer Lodge were confined to a special lock-up last month after a bomb was found in a low-security compound.

NORTH DAKOTA — The Grand Forks City Council has agreed to determine whether Police Officer Mary Dearstyne was discriminated against when she was passed over for a transfer to the investigations division.

The state Senate last month began hearings on a bill that would re-establish the death penalty, automatically invoking it for the murder of a police officer or for a kidnapping or rape that ends in murder. The state has not carried out an execution since 1905.

WYOMING — A bill requiring schools to expel any student who brings a gun to school was approved by the state Senate in January.

Although state law requires that concealed-weapon permits be issued within 90 days of application, authorities say that delays in fingerprint and background checks are slowing the process beyond that time frame.



ARIZONA — Nogales police last month followed a trail of footprints leading away from the Mexican border to a tractor-trailer filled with 2.5 tons of marijuana.

COLORADO — The super max Federal prison in Florence, intended to house 500 of the nation's most violent inmates, was dedicated Jan. 10 by Attorney General Janet Reno.

A state audit in Sheridan found in January that nearly \$9,000 of a fund for drunken-driving enforcement was misused.

OKLAHOMA — The state recorded 684 traffic-related fatalities in 1994, with a downward trend in rural counties. There were no reported fatalities in Greer, Harmon, and Roger Mills counties.

A 4-year-old girl being used as a shield was rescued last month when Seminole County Deputy Sheriff David Anderson shot the hostage-taker, Greg Boyd, who was holding a gun to the child's head. She received a flesh wound when Boyd's gun discharged as he fell.

TEXAS — Murders in Corpus Christi fell to their lowest point in 30 years in 1994. A drop in homicides was also recorded in Dallas, Austin, San Antonio, Brownsville, and Fort Worth.

An estimated 2,500 mourners gathered Jan. 19 in San Antonio to pay their last respects to Police Officer Fabian Dominguez, 29, who was fatally shot while off duty as he investigated a burglary in his neighborhood. Three men have been arrested.

Officials blame an inexperienced workforce for a quadrupling in the number of complaints by state prison inmates about excessive violence by guards. Thirteen separate incidents involving 30 guards have prompted a series of criminal investigations over the past year. The inmate population has doubled over the past two years to 100,000, forcing the hiring of 8,500 new personnel in just a year, with another 1,000 to be hired next year.

Former Dallas police officer Michael Alvarez, 26, was arrested in December for impersonating a police officer and trying to lure a woman out of her car. Alvarez quit the force in 1993 after being accused of molesting a woman while on duty in 1992. He pleaded no contest to a misdemeanor charge of official oppression and was given 18 months probation.

UTAH — A six-month sting operation by the police gang unit in Salt Lake City netted 26 people last month on a variety of charges ranging from burglary to drug trafficking.

A study released in January found that the underrepresentation of Native Americans on juries in San Juan County is one of the worst ethnic inequities in the country. The study was prepared for a lawsuit challenging the county's jury selection.



ALASKA — A suit was filed Jan. 11 by 206 state prisoners who claim that a proposed transfer to Arizona to ease crowding would deny them family ties.

CALIFORNIA — Eight Covina women who say they were victims of Reginald Donald Mulgrew, the so-called "Pillowcase Rapist," are protesting his re-

lease into their community on grounds that a parolee cannot be released within 35 miles of his victims or those who testified against him. Mulgrew, 46, was convicted in 1978 of six sexual assaults and numerous other felonies, and is suspected of having committed over 200 sexual assaults and 150 burglaries from 1975 to 1978. While state correctional officials would not confirm that Mulgrew would be released into Covina, Police Chief John Lentz said that he had been notified about Mulgrew's parole. Lentz and other city officials have fought to keep Mulgrew out of Covina, organizing a protest rally and gathering more than 20,000 signatures.

HAWAII — Jury selection began last month in the murder trial of Raita Fukusaku, the first Japanese national to be extradited to the United States on murder charges. Fukusaku is charged with murdering psychic Toako Kototome Fujita and her son, Goro.

NEVADA — Citing skyrocketing prison costs, Gov. Bob Miller said last month that he will not include a "three strikes" measure or the abolition of parole in a package of crime bills he will soon present to the Legislature.

OREGON — With urine tests prohibited by state law, some police officers in the state are now being trained to spot drunken drivers by measuring blood pressure, temperature and pupil size.

WASHINGTON — Bank robber Johnny Williams Jr. was sentenced Jan. 20 to 92 years in prison and ordered to repay \$880,000 that he stole in 56 bank robberies over eight years in California, Texas and Washington. Williams is considered the country's most prolific modern-day bank robber.

The state has agreed to pay \$205,000 to a Seattle mother and daughter who were raped and sexually molested by an inmate with a violent record who was out on work release.

Most chronic bad drivers in Va. evade license-revocation net

Officials say there's plenty of blame to go around

Only 27 percent of the 18,330 people classified by the Virginia Department of Motor Vehicles as "habitual offenders" of statutes against drunken or reckless driving and vehicular manslaughter have had their drivers' licenses revoked, as is mandated by state law.

The Washington Post reported recently that flaws in the system leave many drivers who have been convicted three or more times of serious vehicular offenses free to continue driving — even though the law requires that they lose their licenses for 10 years.

Under the system, a driver's third conviction within 10 years for a major vehicular offense is supposed to set off a red flag for the DMV to send a notice to the local commonwealth's attorney. The notice informs prosecutors that the driver has been certified as a habitual offender. The commonwealth's attorney then draws up charges and files them in court, where a judge can revoke the driver's license.

State officials say the system has failed because the majority of offend-

Traffic-flow gates to dawn in Aurora

Community has access to grind

Aurora, Colo., may be the next U.S. city to adopt the concept of "defensible space" in order to shut out crime by curtailing outsiders' access to certain neighborhoods.

Architect Oscar Newman, who is executive director of the Institute for Community Design and Analysis in Great Neck, N.Y., is developing a plan that calls for the construction of a series of gates and the closing of some streets to vehicular traffic in a section of the city known as Original Aurora.

In an interview last year with Law Enforcement News, Newman described defensible space as "a term that describes the configuration of either housing or streets which allows residents to better control the space in and around their dwellings. What we have found is that it is possible to configure or reconfigure in subsequent retrofitting, so that the inhabitants can control the streets." [LEN, Oct. 31, 1994.]

Newman, who has put the concept to work in several U.S. cities, including Dayton, Ohio, where it is credited with reducing overall crime in the Five Oaks section by 26 percent in just over two years, recently received a \$50,000 planning grant from the City of Aurora and the Colorado Division of Criminal Justice to create a plan for the Original Aurora neighborhood.

"We're looking at creating some mini-neighborhoods, which would involve street and alley closures to limit access in the area, which has experienced crime, drug and prostitution problems," said Assistant City Manager Robert Blodgett.

Blodgett told Law Enforcement News that police erected three barricades two years ago in Original Aurora because of residents' complaints about cruising johns and drug trafficking in the area. While they have alleviated some of the problems, residents felt that more needed to be done. A survey found that 75 percent of those who live

or own property near the barricades support the idea, "but wanted something more attractive and permanent."

"This really resulted from a community-policing commitment we made to this neighborhood two years ago," Blodgett said. "At some of the meetings we've had, many citizens have acknowledged that the crime rate is down and the area is in better condition. We've used a number of housing police code enforcement and recreation strategies, but one thing we haven't been able to deal with is the traffic from outside. That's why we're looking at more physical solutions such as closing the streets and creating a neighborhood with more identity and ownership by those citizens."

The area, which contains about 1,500 units of multi- and single-family housing, is bisected by a run-down business strip that attracts prostitutes and their customers, many who come from nearby Denver, Blodgett said. Newman's plan so far would involve as many as 50 or 60 street and alley closures, where gates would be erected to limit traffic.

Blodgett said a group of Aurora officials and residents visited Dayton in December to get a firsthand look at Newman's work. "The apartment managers and owners have really been the strongest supporters for closing off some of the streets," he said. "We're trying to determine if the single-family homeowners are as enthusiastic. We've made it clear that we won't do this unless the community supports it. It has to be community-driven, not city-driven."

Cost estimates for the project have not been finalized, Blodgett said, adding that the plan also requires City Council approval. "They've indicated support for the plan but want to move deliberately because there is some opposition. There's concern in the minority community that they may be gated in and cut off from the rest of the city."

All 10 judges on the Court of Appeals are to decide whether the information provided by DMV to local prosecutors about a driver's prior convictions is detailed enough to comply with the habitual offender statute.

Prosecutors say the statute requires them to first collect information on previous cases before they can file charges in court. That's a time-consuming job that busy commonwealth's attorneys' offices may not have the time to complete, they said.

Some relief is expected from the General Assembly, which is considering at least two corrective measures. One would shift the revocation process from prosecutors to DMV. As soon as DMV computers picked up a driver's third conviction, the license would be revoked for 10 years. This process is used in Maryland, the District of Columbia, and 37 other states.

Another proposal would make a fourth DWI conviction a felony punishable by a one-year jail term. Mothers Against Drunk Driving supports both bills.

Video vitriol

A New York City police officer who launched a campaign to dissuade the toy industry from producing realistic toy guns now has his sights set on a cultural institution that he claims glamorizes violence — MTV.

James E. Davis, 32, an instructor at the New York City Police Academy, recently launched a letter-writing campaign and a series of news conferences to persuade MTV to restrict the airing of videos that contain violent scenes to the hours between 11 P.M. and 6 A.M., when impressionable youngsters are least likely to view them. Davis, who conducts the campaign with no outside support, recently wrote to McDonald's, a major MTV advertiser, threatening a boycott if the fast-food giant refuses to use its clout to end violent programming.

"I am willing to boycott Mickey D's if they continue to support MTV, who is destroying the minds of young Americans. 'Ronald McDonald' and MTV are guilty, and have the blood of America's youth on their hands," Davis charged in a recent missive to the fast-food chain.

Davis, who is black, said he mounted his one-man campaign to increase awareness about the effects of violence on youth, particularly black children. He said he is particularly disturbed about the violent imagery in rap videos, which are wildly popular with white and minority youths alike. "Black inner-city kids don't see themselves much on the media," he told *The New York Times* recently. "So now when we have a media that shows us, what are we doing? We're holding guns up in the air."

Davis said he was exposed to violence while growing up on the streets of New York, and was an enthusiastic fan of rap during its infancy in the late 1970's and early 1980's. At the time, he perceived the emerging rap scene "as a positive vehicle." But rappers who have resorted to using violence and sexist imagery in their videos "have taken it to another level," he said.

In response to Davis's claims, MTV officials say that many of the videos he criticizes are not shown on the network. Videos aired on MTV are scrutinized and must pass rigorous stan-

dards that exclude those with explicit violence and sexual images, they said. MTV spokeswoman Carole Robinson pointed out that the network also sponsors an anti-violence campaign geared to youth called "Enough is Enough." Davis, she said, "is very misinformed about our programming."

Undeterred by MTV's claims, Davis replied: "MTV is playing violent images throughout the day." He vowed to continue his effort, noting that the toy chains "didn't take me seriously at first, but we turned things around." If advertisers on MTV fail to take his efforts seriously, he said, "I am going to use boycotts. I am going to show Ronald McDonald with a cigarette hanging out of his mouth and a machine gun."

A survey by the Washington-based Center for Media and Public Affairs suggested that MTV is making an effort to be sensitive to the violence issue. It counted 90 violent scenes on videos aired by MTV during an 18-hour period in April, compared with 121 scenes during a similar period in 1992. Research director Dan Amundson said there was a sharp reduction in the number of scenes with weapons or serious assaults, from 51 to 9.

Case closed

A former FBI agent who in 1993 became the first female agent ever to file a sex-discrimination lawsuit against the bureau settled out of court last month for nearly \$300,000, in what her lawyer said was perhaps the "largest settlement for an individual of this nature against the FBI."

Suzanne Doucette, 40, filed the lawsuit in June 1993 in Federal District Court in Phoenix, claiming that her accusations of sexual harassment against a former supervisor had effectively ruined her career. Later that year, she testified about sexual harassment within the bureau before the Senate Governmental Affairs Committee.

In a highly publicized incident in October 1993, Doucette appeared at the FBI's Washington, D.C., headquarters to turn in her badge and credentials in what she said was a protest of her treatment. Although Doucette was on unpaid suspension at the time, bureau officials refused to accept them.

[LEN, Nov. 15, 1993.]

"I am elated that we have resolved this case," Doucette said in a statement she read at a news conference.

Under the terms of the settlement, which were disclosed Doucette's lawyer, Gloria Allred, on Jan. 31, Doucette agreed to drop the suit in exchange for a payment of \$297,500.

Howard Shapiro, the general counsel for the FBI, verified the settlement, saying it became effective Jan. 30. He said the settlement provides \$150,000 to Doucette and \$147,500 to her lawyers. "There is no admission by the FBI in the settlement of any liability," he said.

Shapiro also disputed Allred's claims that the settlement was one of the largest involving the FBI. "It's not the highest, regrettably," he said. "There was a higher payout. There wasn't a prior public announcement by the bureau of a larger payout," said Shapiro, in an apparent reference to payments made by the FBI last May to two agents in Orange County. Heather Power-Anderson received \$192,500, while Boni Carr Alduenda was paid \$155,000.

Doucette claimed that while assigned to the bureau's Tucson, Ariz., office, a supervisor — later identified as Herbert Hawkins Jr., a now-retired FBI special agent then in charge of Arizona — had placed her in a chokehold in December 1988 and touched her "in ways that are very sensitive." Hawkins denied the allegations. Doucette's complaints to superiors led to on-the-job harassment and retaliation, she claimed.

Both Doucette and Allred praised FBI Director Louis Freeh's efforts to end sexual harassment and discrimination within the bureau, which has been named in recent years as a defendant in lawsuits filed by black, Latino and gay agents. "Director Freeh should be applauded for his personal efforts to resolve this case as well as his implementation of policies to ensure that the workplace in the FBI is a work environment that reflects the diversity of America," she said. Doucette

Back in action

As Dorothy said in "The Wizard of Oz," "People come and go so quickly around here."

Consider David Mitchell, who just over a month ago said he was retiring as Police Chief of Prince George's County, Md., after five years at the helm. That retirement lasted barely a month, thanks in part to Maryland's new Governor — and Mitchell's former boss — Parris Glendening, who tapped Mitchell to head the 1,650-trooper State Police.

When Mitchell announced his retirement from the county police agency in December, closing the book on 24 years of police service, he said he would stay on the job long enough for County Executive Wayne Curry to choose his replacement. [LEN, Jan. 31, 1995.]

Glendening, who was the Prince George's County Executive before his election as Governor last fall, announced the appointment of Mitchell Jan. 13. Mitchell replaces Col. Larry W. Toliver, who retired from the agency after a 28-year career. Mitchell was expected to assume his State Police

duties on an acting basis Jan. 18 — the date of Glendening's inauguration.

Glendening said he chose Mitchell because of the "tremendous job" he did in Prince George's County in transforming the Police Department from one with a reputation for brutality and poor relations with minority residents to one that has achieved national accreditation and is considered to be at the forefront of the community policing movement.

"When you win as governor, you have the right and expectation to bring the very best and the brightest who served in your administration with you," Glendening said.

Again a first

She joined the Opa-Locka, Fla., Police Department as a clerk-typist in 1973, then became the agency's first black female officer two years later. Last December, Evelyn Hicks began her duties as the 51-officer department's Police Chief, becoming the first black woman ever to head a law enforcement agency in the Sunshine State.

It's been a long climb for Hicks, 44, who has witnessed many changes since her days as a civilian employee for the department. "When I came here, it was a male-dominated department. There was a small percentage of blacks, but there were no female officers at all," she recalled in a recent interview with *Law Enforcement News*.

Hicks's appointment as chief executive reflects many of the fundamental changes that have occurred in policing over the last 20 years, but she said she doesn't expect to be treated any differently than her male colleagues. "I don't expect that anything less will be expected from me than would be expected from a male chief," she told LEN.

Her appointment should serve as an inspiration to other women in policing, Hicks said. "The door has been open for women officers for some time, and if they can be accepted at that level and others within the organization, they also should be able to be accepted as chiefs."

Hicks began her new duties Dec. 9, following her appointment in November by City Manager Newell Daughtry. She had worked her way up through the ranks — as a patrol officer, corporal, sergeant, acting patrol commander, commander of the department's criminal investigation and administrative divisions — before fiscal problems and a subsequent reorganization of the agency forced her demotion to sergeant in 1993. "But most of my prior law enforcement experience has been on the street and in uniform," she said.

The department still faces fiscal problems, and trying to alleviate them is a priority for her administration. "I'm trying to apply for as many grants as I possibly can to supplement the shortages in the financial area. Hopefully, that will avert layoffs of officers and keep everybody working. All I can do is hope and pray," she said.

Hicks said she also hopes to focus her efforts on juveniles by formulating crime-prevention programs especially for them. "We have not had a lot of involvement with the youth of this city. I want to build a relationship between the Police Department and

our younger population...because if we're not able to have some way of dealing with them and identifying their problems, they're going to become bigger problems for us later on."

Juvenile crime has increased in Dade County, where Opa-Locka is located, and it's just a matter of time "before it spreads," said Hicks. "So it would be well worth our time to start addressing this now."

In that vein, Hicks said she would strive to forge a closer relationship with all of the city's residents. "As police officers, we tend to become mired in the routine. Everything is dealt with in a routine manner. Community policing would force us to involve ourselves more in the community. It doesn't make a lot of sense to work for a police department for 10 years and not have even 10 citizens who know you."

"The police have lost touch with citizens," Hicks continued. "If the relationship was closer, everybody would watch, they'd call, and if they witnessed something, they'd report it. That confidence in the police needs to be built back up."

Bill of health

William Gavin, who has headed the FBI's flagship New York City office for a little more than a year, announced last month he would leave the post in March.

Gavin, 54, is retiring to take a job with U.S. Healthcare, where he will serve as a corporate officer assigned to security matters. "We are pleased and delighted to have a gentleman of Mr. Gavin's caliber join us at U.S. Healthcare," said David Simon, a vice president of the firm. Gavin's replacement had not been announced at press time.

Gavin was appointed acting assistant FBI director in charge of the New York office in January 1994 after his predecessor, James Fox, resigned. He had been Fox's second-in-command and ran the day-to-day investigation of the World Trade Center bombing on Feb. 26, 1993. Most recently, he had directed the investigation into a plot, allegedly conceived by Muslim fundamentalists, to blow up several New York City bridges, tunnels and landmarks. The trial of 12 defendants in that case began last month in Federal District Court in Manhattan.

Gavin joined the FBI in 1967 and served in its Minneapolis, Philadelphia, St. Louis, Kansas City, Denver, Miami, and the bureau's laboratory in Washington before joining the New York office in 1992.

Coming up in LEN:

An in-depth look at crime trends and public policy, in a special interview with Prof. Alfred Blumstein of Carnegie-Mellon University.

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For Omaha cop, the sky's the limit on charity

While most people use the week before Christmas to catch up on last-minute shopping, Adam Kyle spent the time perched 50 feet above the ground on the catwalk of a billboard advertising Seiko watches.

This wasn't an advertising stunt by Seiko, or Kyle's way of protesting overcommercialization of the holiday. The stunt was a fundraising effort by Kyle, a 32-year-old Omaha, Neb., police officer, which netted over \$60,000 for the Nebraska Special Olympics — the largest amount raised by a single volunteer in the 25-year history of the organization.

For Kyle, a seven-year veteran assigned to the department's bicycle patrol, the stunt was the culmination of his five-year involvement with the state Special Olympics. It began in 1990, when he ran the group's Law Enforcement Torch Run, a six-day, 450-mile dash across the state by foot and bicycle. "I went one time and I got hooked," he said during a recent interview with Law Enforcement News.

This time, Kyle outdid himself. He had planned to spend 10,080 minutes — "exactly one week" — living on the billboard, and raising \$1 for each minute perched above the traffic at Dodge and 72d streets — "the busiest intersection in Omaha," he said. But when it was over, he had far exceeded even his own best projections.

By day, Kyle, who was tethered in a harness to prevent falls, strode the catwalk with a megaphone barking out orders to a support team below, exhorting passers-by to make donations, and thanking those who did. Nights were spent in a "a little doghouse — 4 foot by 4 foot by 8 feet long" that was donated by the billboard company and equipped with a space heater to ward off the wintry temperatures, which ranged from 5 to 40 degrees. Local restaurants provided meals, and businesses provided cellular phones and other equipment.

Kyle took sponge baths from a salad bowl and a Porta-Potty allowed him to heed nature's call. "At night, I'd just lower down the...well, you get the picture," he said.

His wife, Andrea Flowers-Kyle, a nurse who was a member of the support team on the ground counted a lot of money gathered from passing drivers. "And she was the one who emptied my personal bucket," Kyle added with a chuckle.

Kyle wasn't the first police officer to spend a week on a billboard to raise money for Special Olympics. An Asheville, N.C., officer who did so last summer raised \$10,000. Kyle, who



Omaha Police Officer Adam Kyle prowls the catwalk of a Seiko billboard during his pre-Christmas fundraiser.

(Photo: Steve Neeman)

heard about the feat when he attended a Torch Run in North Carolina, said he adapted the idea and "thought I'd throw a little spin on it by doing it in the wintertime."

After five weeks of planning, Kyle climbed the billboard on Dec. 17 and stayed there until midnight, Dec. 23. A camper stationed below the billboard served as a base for over 100 volunteers, most of them police officers from all over Nebraska who collected donations from passing motorists.

Kyle's days on the billboard would begin at about 5 A.M., when he would start fielding calls from the media. A milk crate fastened to a rope served as his supply link to the ground; it would be filled with meals and other supplies. Then he'd spend most of the day on the catwalk with the megaphone.

The schedule kept him busy and the week was punctuated by visits from plain folks and celebrities alike, including Omaha Mayor Hal Baub and Gov. Ben Nelson, honorary chairman of the state Special Olympics. The day would end with Kyle sounding off a countdown that signified the end of his fundraising effort for that day.

Kyle was rarely bored, he said. "I really didn't have any unattended time on my hands. When I got finished for the night, I

was on the phone constantly — either lining people up for the next day, lining up meals, organizing things, trying to find out how much money we had or how far we had to go. I didn't have a minute of spare time. Sometimes I didn't get to sleep until midnight. It went so fast it was incredible."

Kyle said he was amazed by the generosity he witnessed — donations were received from gang members, police officers, and the rich and poor alike — so much so that he says repeating the stunt next year is "a definite consideration."

"We've tapped into a source that no one has ever tapped into before," he told LEN. "That's getting a gazillion people to just offer a little bit of money. That totals up. Every day of the last four days, we received at least a five-gallon bucket of change plus — equivalent to about \$2,000."

"I couldn't have done it myself," said Kyle, who used a week of his vacation time for the billboard stunt. "There were at least a hundred people who helped out."

Margaret Lageshulte, executive director of Nebraska Special Olympics, called Kyle's fundraiser an "unbelievable" effort — one that "gives real credence to the power of what one person can do when they put their mind to it."

Welcome aboard, partner:

In Chicago, problem-solving is not just for cops

The Chicago Police Department will soon take a major step forward in its community policing program when a joint training effort in problem-solving techniques begins in earnest this spring for both officers and the residents who live on their assigned beats.

The training program, which is an integral part of the massive Chicago Alternative Policing Strategy begun by Supt. Matt Rodriguez in 1993, represents perhaps the largest funding commitment ever made by a city to train residents as well as police, according to officials. Late last year, Chicago officials approved \$2.7 million to fund the effort, which is expected to get underway in 10 police districts, including five that now serve as sites for the CAPS pilot project.

The scope of the program — and the city's financial commitment to it — are unprecedented, according to Wesley Skogan, a professor of criminal justice at Northwestern University's Center for Urban Affairs and Policy Research, which is evaluating CAPS, including the training program.

"The fact that they're doing this [training] on the civilian side is quite extraordinary," Skogan told Law Enforcement News. "The second extraordinary thing is that the city is pumping its own money into this."

The main goal of the training is to ensure that residents are as well versed as police in the problem-solving techniques associated with community policing, said Kevin Morison, coordi-

nator of special projects for the Police Department's Research and Development Division. Too often, he noted, residents expect police to take full responsibility for solving neighborhood problems.

"With our new partnership, we're talking about something different, where each side accepts more responsibility

It's "quite extraordinary," says one observer, that the Chicago PD is training civilians in problem-solving, and that "the city is pumping its own money into this."

for solving some of the problems," said Morison. "We really felt we needed to train not just our own members, but also the community as to what's really going on here and what's expected. That's really what's behind it — a recognition that in order to break out of certain traditional roles the police and community have played over the years, we need aggressive training on both sides of that partnership."

Currently, the 9,000 officers assigned to the department's Patrol Division are receiving two-day train-

ing classes focusing on problem-solving techniques and applying them with the help of residents on their beats. Similar training for residents is expected to begin this spring, Morison said, and will be coordinated by the Chicago Alliance for Neighborhood Safety, a coalition of community organizations which is under contract to the city and will also develop the curriculum for the resident-training side of the effort.

CANS is also putting together 14 teams of officers and civilians who will go out to the city's 279 beats to conduct the training program, said the alliance's director, Warren Friedman. Fifty outreach workers and 14 trainers will be deployed to neighborhoods this spring in a six-week effort to organize residents, meet local groups and build community leadership potential.

Community training will begin in earnest once facilitators determine that neighborhood groups are firmly organized and committed to the effort, Friedman said.

"The people who have received training and the beat officers who have received parallel problem-solving training from the Police Academy will be brought together at a joint workshop," Friedman explained. "When it works as desired — and it might not always — they'll come out of this workshop with some actual concrete problem-solving projects and targets — crime problems and hotspots. Then we will follow up the training with technical assistance

to try to have as many of the 'starts' come to a successful conclusion, thereby giving the community and the beat officers a firm sense of what a problem-solving partnership is."

Training for police and residents will involve a variety of components, Friedman told LEN, including how to identify neighborhood problems, how to formulate strategies and gather resources to solve them, and how to ensure that efforts remain viable over time. But he feels the most important component is teaching both police and residents to share responsibility for identifying and solving problems.

"Our experience is that there's a tendency for police to want to take on — and the community to want to delegate — all of the responsibility [for problem-solving]," he said. "I think the national experience is that that doesn't work, so how do we get the community to intelligently take on — and the police to let go of — the whole problem-solving process?"

"The backbone of the strategy is the police and community getting together on that involved beat level to solve problems," Morison added.

Training in all 279 beats might take 18 months to three years in some areas, Friedman said. He added that the program may not be extended to areas where crime-prevention programs already enjoy a high level of support and participation from residents. It may also take time for the program to gain a foothold in some of the city's more

crime-prone neighborhoods because residents may fear intimidation and reprisals from criminals, he added.

"There has to be enough people to make it worthwhile and they've got to be organized enough that they can follow up and actually pursue and sustain problem-solving. We're going to do as much outreach as we can possibly afford to do," said Friedman.

Another goal is to nurture and retain strong community leadership, particularly once funding for the program runs out, Morison pointed out. "We recognize that police officers in Chicago tend to work 25- to 30-year careers, but people don't always stay in their communities that long or they may not stay interested or active for that long. So as the partnership unfolds, there's going to be a constant influx of new people coming in. That's why it's critical that we shoot for a wide range [of participants] and also look to develop some leadership and some capacity in the community to carry on the training as newcomers arrive."

According to Skogan, evaluation of the effort will include surveying the 9,000 officers just before the two-day training module at the Police Academy and again after they've participated in the effort. Similar surveys will be taken of resident participants, he added, while observers will attend "a pretty substantial sample" of training sessions and workshops to "observe the training in action."

Police groups wary of crime-law changes

Continued from Page 1

were to meet this month to examine the proposals and had not taken an official stance at press time. But executive director Dan Rosenblatt predicted broad, solid opposition to a repeal of the assault weapons ban. "There's absolutely no give as far as the IACP is concerned," he said. "We fought very hard for that ban. We don't think that needs to be changed at all."

Critics of the ban, for their part, insist that the weapon figures in a minuscule number of violent crimes — a claim disputed by Robert Scully, executive director of the National Association of Police Organizations, who cited the death of a female Los Angeles police rookie last year whose assailant was armed with an assault weapon that is now illegal.

"I would have a very difficult time going out to Los Angeles and look Chrissy Lynne Hamilton's mother and father in the face to tell them we abandoned our support for the assault weapons ban," said Scully. "What happened to Chrissy Lynne Hamilton was not an isolated case; it's going on around the country."

The 750 members of the Police Executive Research Forum have not taken a position on the new crime proposals, partly because of the rapidly unfolding series of developments of the past couple of weeks, said executive director Chuck Wexler. "But one issue I know my membership will be united on is the gun issue — the assault weapons ban and the Brady Law. We were strong supporters of both and we'll be very vocal against any action to dilute those bills," he said.

Police Foundation president Hubert Williams recalled the united campaign launched by police officers, their uni-

ons and law enforcement organizations to ensure the assault weapons ban became law. "We've marched on the Hill, we've fought to eliminate these high-tech killing machines from our cities, and we do not want to see that go down the tubes because of political lobbying by gun groups," he told LEN.

The proposed conversion of the

becomes block grants," said Charles "Bud" Meeke, executive director of the National Sheriffs Association. "It will go to the states, and by the time it trickles down to us, we'll get very little. If it goes to county governments, it's not guaranteed that the money won't go to fix street lights or it might go to crime-prevention programs that

tion is whether that money will get to the police agencies that really need it."

Scully expressed similar concerns about changes in the funding mechanism. "I've been around for too long and I know what happens when mayors and city managers have money coming in," he said. "It's going to go right into the general budget, and they'll find other ways of spending it besides on cops. . . . It will go to every other purpose but what it's intended for."

"People who are forced to put up a match are forced to be more disciplined and more focused with respect to the utilization of the funds," said Williams. "What we see occurring in the changes has great appeal to many police chiefs and local leaders. That why you've got the stampede in Congress. It's simply this: We'll give you the money and you make a choice of what to do with it."

Ira Harris, executive director of the National Organization of Black Law Enforcement Executives, said his members will insist that the community-policing component of the hiring program remain intact. NOBLE is also pushing for the retention of prevention programs that the Republicans in Congress have characterized as "pork" and want to eliminate, particularly those focusing on at-risk children. "If we

don't start making an impact on those kids at an early age, we can expect continuous generations of kids who may be misdirected into lives of crime," he said.

"The whole strategy of pure incarceration, of purely punitive measures is a defunct idea," added Williams. "It's never worked and it's going to be a problem if we have to face up to these kinds of measures without any sense of prevention."

Many said Congress should leave the 1994 crime law alone and give it a chance to work — advice that Congress appears unwilling and unlikely to heed. "We supported the present crime law, and we are strong supporters of both the need for police and prison space, as well as an emphasis on prevention. We think the bill that was enacted was comprehensive and touched on a lot of those areas," said Wexler.

"There is a gushing wave on the Hill to break the dike that was established last year to establish crime control with a focus," said Williams. "That's what's really being overlooked. The framework of policing is community-based, predicated on the standards that were established in the crime bill and which created a balance between enforcement and prevention. . . . We think the Crime Control Act strikes that kind of balance."

"There is a gushing wave on the Hill to break the dike that was established last year to establish crime control with a focus. That's what's being overlooked."

— Police Foundation president Hubert Williams

police hiring grant program into a system of block grants prompted many of the leaders contacted by LEN to recall that block-grant formulas had been abused during the heyday of the Law Enforcement Assistance Administration in the 1970's, and ultimately contributed to the agency's abolition. They said they fear that the new police hiring program could meet the same fate if funding is disbursed to localities "to reduce crime and improve public safety" — wording they say is too broad.

"There's nothing that guarantees that counties will get any money if it

may not be law-enforcement oriented."

Wexler said the current police hiring grant program — which links the awards to requirements that officers perform community policing duties and that jurisdictions provide matching funds to retain new hires — has prompted concern within PERF.

"With respect to block-grant proposals, it does seem at first glance something worth looking at," he said. "However, we have some concerns about where that money will go — whether it will go to the states or to municipalities. Ultimately, the ques-

A half-century in the making, Minnesota stiffens its stance on juvenile criminals

Minnesota last month became the latest state to crack down hard on juvenile crime with a tough new package of laws, including a provision that creates a new category of serious and repeat offenders and another that opens juvenile criminal records to school officials.

The anti-juvenile crime package, which went into effect Jan. 1, represents the biggest overhaul of the Minnesota juvenile justice system in 50 years. Under the statutes, juveniles charged with serious offenses can be tried as adults and some will spend sentences in prisons instead of juvenile facilities.

Lawmakers pushed for the laws to combat the state's rising juvenile crime rate, with supporters citing a 68-percent increase in the number of criminal cases filed against those under 18 since 1986. Figures from the Minnesota State Court Administration show that 52,490 criminal charges had been filed against juveniles in 1994 — up from 32,136 in 1986 — making the juvenile crime rate the fastest growing of all other age groups.

The laws create a new category for serious and repeat offenders over age 14 called extended-jurisdiction juveniles. Juveniles who fall into that category will receive both a juvenile sentence and an adult sentence on conviction. If they fail to complete the sentence, they will automatically receive the adult sentence, meaning that in most cases that they would be remanded to adult jails or prisons. In a major break with traditional juvenile-justice practices, the trials of extended-jurisdiction juveniles will be open to the public.

The statutes also require all juveniles charged with crimes to consult

lawyers, whether they want one or not. Those who can't afford a lawyer can opt for a public defender. The laws also make it easier to try juveniles as adults by forcing defendants and their lawyers to provide the burden of proof as to why they should be tried as juveniles. Prior to enactment of the laws, the burden was on the state to show that juvenile offenders should be treated as adults.

Courts and police will be permitted to provide school officials with information about juvenile criminal records, rolling back a time-honored tenet of the juvenile justice system that sought to keep such records confidential. Parents are also being held more responsible for the actions of their offspring; they can be held in contempt of court for failing to attend their children's court proceedings.

In addition, the new laws extend the age of supervising juveniles in the state criminal justice system from 19 to 21. Those who go on to commit crimes could face stiffer sentences as adults, and the law allows judges to take juvenile records into account when meting out punishment for convicted adults. Juveniles found guilty of crimes involving guns will be barred from owning firearms until 10 years after they've completed their sentences.

"We're going to have a hammer over their heads," said Representative Wes Skoglund, who co-sponsored the legislation.

But that "hammer" will not come without costs, say critics of the anti-crime package. They point to Gov. Arne Carlson's veto last year of a bill to increase funding for the public defender's office, which they say is already underfunded and could now be saddled with an additional 15,000

juvenile cases annually. Carlson also vetoed expenditures for more judges and probation officers. The Legislature was expected to take emergency action against the vetoes when it convened last month.

"The lack of resources for representation of juveniles certainly has the potential to shut down the juvenile courts in this state," said John Stuart, who heads the state public defender's office, adding that the office already handles 25,000 juvenile criminal cases a year. "Considering the mood that's sweeping the country, it could have been a lot worse."

Hunter Hurst of the National Center for Juvenile Justice told USA TODAY that he is skeptical that the get-tough approach increasingly being taken against juvenile criminals by state legislatures will have the desired effect of reducing crime. He contended that most states already have good laws on the books; they're simply not being enforced. Many of those cur-

rently being enacted are knee-jerk reactions to the problem, he said.

"A lot of laws that are being passed are being passed to teach kids a lesson, and that's about as dumb as you get," Hurst said.

Others feel the tougher strategies are necessary to prevent the next generation of youth from becoming entrapped in the criminal lifestyle. "Juvenile courts as traditionally conceived are fading," said Barry Feld, a University of Minnesota law professor who was a member of the task force that recommended many of the changes in the state juvenile justice system. "They are neither rehabilitating young offenders nor providing public safety."

Yet Feld contends that prevention efforts must not be disregarded in the rush to approve harsher measures against youthful offenders. "We have to address a lot more energy to preventing the younger brothers and sisters of these juveniles from entering the system," he said.

House acts quickly on CJ bills

Continued from Page 1

muty" with Fourth Amendment protections.

The law would apply to the FBI and other Federal agents as well as to local police officers if the evidence were used in a Federal proceeding. However, in a move said to have been engineered by a coalition of liberals and gun lobbyists, the law would not apply to the Bureau of Alcohol, Tobacco and Firearms, which has been involved in a number of controversies involving seized firearms and has been accused by gun advocates of ignoring Fourth Amendment procedures in its zeal to seize illegal weapons.

The habeas corpus reform passed by Congress would restrict the ability of state prisoners to appeal their convictions on constitutional grounds. Under the measure, prisoners would be limited to a single habeas corpus petition, which would have to be filed six months after appeal efforts at the state level had been exhausted. The bill also eliminates "life without parole" as a possible sentence for those convicted of Federal crimes punishable by the death penalty.

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Promoting a bright idea from abroad

Police mini-stations, often patterned on the Japanese police koban system, appear to be a growing part of the trend toward community policing. Mini-

BURDEN'S BEAT

By Ordway P. Burden

stations have been established over the past few years in such major cities as Los Angeles, Detroit and Philadelphia. The aim is to make the police a familiar friend in the neighborhoods they patrol.

In Japan, more than 15,000 mini-stations dot the cities and rural areas, bringing a police presence into every neighborhood and village. In cities, they're called kobans, in rural areas, they are chuzaschos. Each koban is manned by 2 to 12 officers per shift. In rural areas, a single officer is stationed at the chuzascho, which usually doubles as his home.

The Milton S. Eisenhower Foundation, based in Washington, is trying to promote the koban idea in U.S. cities. To that end, it has sent several police chiefs to visit Tokyo to see kobans firsthand. The foundation also has sent police executives to visit San Juan, Puerto Rico, where koban-style policing has flourished for several years, according to Dorothy Coleman, the foundation's director of program replication. The foundation's primary focus

is on violence prevention — particularly youth violence — so it encourages and finances civilian organizations to work in concert with police mini-stations.

In North Philadelphia, for example, a volunteer youth leader, Bridget Jamison, cooperates with the mini-station in the Logan neighborhood. Said Officer Jennetta Lindsey, who is assigned to the Logan mini-station: "She works with the youth of the community, such as Boy Scouts. She had a garden program during the summer, she has a cultural arts class twice a week, and she's starting up a father-son program." Although considered a part of the mini-station's efforts, Jamison does not work out of the mini-station, which has a street-level office in an apartment building. Instead, she works out of a nearby church.

The task of Officer Lindsey, and two other officers assigned to the mini-station, is classic community policing. They patrol the 11-square-block neighborhood every day, often dropping in on merchants. "If they've been having burglaries or robberies, I check on them daily," Lindsey said. A seven-year veteran of the force, Lindsey has been at the mini-station for four years, so she's an old friend to residents and merchants. Some of her duties go beyond patrol work. For instance, the police and residents cooperated to raise enough

funds from corporations for 120 smoke detectors, which they distributed to residents who couldn't afford them.

"I think our mini-station has made a difference in the crime level and fear of crime in the Logan neighborhood," Lindsey said. There is still crime, but it's not being perpetrated by locals, she said. "They're people coming from outside this area who don't know me or know that I'm here," she said.

The koban idea, with civilian involvement in providing social services, is being looked at for the Dorchester section of Boston. "We're looking into it to see if it's feasible," said Capt. Robert Dunford, commander of the Dorchester precinct. The police already work closely with the Dorchester Youth Collaborative to promote activities for young people in hopes of keeping them out of trouble. "If we set up a police koban," Dunford said, "ultimately what we would try to create is a one-stop network of social services for people in the Dorchester area. So instead of having to hunt around for the Department of Youth Services, the police and other agencies, people could go to one location where all non-emergency problems can be handled."

In December, Washington, D.C., opened its first koban at an office in the

community center of the sprawling Paradise at Parkside housing complex. All three officers assigned to the new mini-station have apartments in the complex, mirroring the Japanese practice of keeping the police close to the communities they patrol. They spend their days patrolling the complex, visiting with residents and schools to check on troubled children. They also do non-traditional tasks like organizing basketball teams and tutoring children with school work.

The Eisenhower Foundation is currently trying to promote the koban concept in three cities besides Washington, Philadelphia and Boston. "We are also looking into eight other sites," said Coleman, adding that the foundation is now studying the results of the first few kobans it has fostered.

And Now a Word from Our Sponsor: The Crown Point, Ind., Police Department will soon be sporting advertising messages on the backs of patrol cars. Local businesses are being offered these traveling hillboards at \$1,600 a pop. Some have already signed up. According to The Associated Press, Chief Michael W. Valsi expects to use the money to equip 10 cars with light bars, sirens, radios and other gear.

In New South Wales, Australia, they have taken the ad idea even further. According to The Sydney Sun Telegraph:

"The New South Wales police will soon be sporting sponsors' logos on uniforms and cars as the police service seeks \$10 million in corporate sponsorships. Police rescue squad officers will have logos on their overalls, highway patrol cars will have sponsors' badges, and water police launches will be stamped with corporate names."

The police will, however, draw the line at such potential sponsors as alcoholic beverage distributors. "You have to be careful that you don't bring about a conflict between what you do and who provides that sponsorship," said Assistant Commissioner Jeff Jarratt.

Indeed. But do even McDonald's golden arches belong on police equipment?

(Ordway P. Burden is president of the Law Enforcement Assistance Foundation and chairman of the National Law Enforcement Council. He welcomes correspondence to his office at 24 Wyndham Court, Nanuet, NY 10954-3845. Seymour F. Malkin, the executive director of LEAF, assisted in the preparation of this article.)

County PD eyes a "steady" course

Union OK's switch to longer shifts

Members of the Nassau County, N.Y., police union last month voted overwhelmingly in favor of a six-month pilot project in which officers in two of the agency's eight precincts will work steady shifts 10 or 12 hours long.

The Police Benvolent Association approved the plan by a 4-1 margin in a mail-in vote that concluded Jan. 24. The outcome clears the way for a vote on the plan by the county Board of Supervisors, which is expected to approve it, and the signature of County Executive Thomas Gulotta, who has already expressed support for the idea.

"The longstanding practice of weekly rotating shifts can have a negative impact on a police officer's health and well-being, thereby producing added absenteeism," Gulotta said at a Jan. 3 news conference. "Steady tours will address this problem. Health concerns generated by rotating tours will be eliminated, while providing our citizens with regular tours of officers patrolling each post, ensuring that police officers will be more alert and familiar with any unusual or suspicious activity on that neighborhood post."

If officials approve the plan, the Nassau County Police Department will become the largest law enforcement agency in the nation ever to experiment with 10- and 12-hour shifts, and the first in New York State to do so.

"The steady-tour program is intended to evaluate a more stable work schedule for police officers while improving the level of police efficiency for the residents of Nassau County," said Police Commissioner Donald Kane, who said the pilot project might kick off as early as March.

Gulotta, who touted the proposal as "a return to the concept of the neighborhood police officer," said about 300 officers would participate in the experiment initially, working 12-hour shifts that would begin at 7 A.M. or 7 P.M. Officers would work two days, take two days off, then work three days and take four days off. Those working 10-hour shifts will work four days, then take three days off. The total number of hours officers work each year would remain unchanged, according to PBA president Gary DelaRaba.

Currently, officers work eight- or 10-hour shifts starting at different times from week to week.

DelaRaba said that while the longer tours might prove taxing at first, he believed officers would "welcome the tradeoff" of longer hours in exchange for a regular work schedule and more time off. The county may save money, he told The New York Times, "because there would be less overtime to cover officers calling in sick."

DelaRaba, who did not return calls from LEN for comment, added that the new program should give police planners more leeway when drafting deployment plans. "It is our belief that this new program will not only put police officers on the street when they are needed but will also prove to be cost effective for the county."

The pilot project will be evaluated after six months, said Dave Vieser, a spokesman for the County Executive, who told LEN the evaluation will be made on the bases of "safety, service, productivity and cost-effectiveness. The program must prove to be at least cost-

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Anti-violence computer link gets Vice Presidential attaboy

The Partnerships Against Violence Network, a massive computer link of government clearinghouses and resource centers involved in youth-at-risk and violence-reduction programs, recently received Vice President Al Gore's Hammer Award, which recognizes efforts by Federal agencies to achieve the goal of "reinventing government."

Gore presented the award — a plaque with a ribbon-bedecked hammer attached to it — to Federal officials involved in the Pavnet project at a Washington ceremony on Dec. 7.

Michael Messinger, a member of Gore's National Performance Review team, said the Hammer Award has been awarded to over 100 teams of Federal employees since last March. The awards acknowledge the teams' efforts to "make the Federal Government work better and cost less" and are judged on the bases of "improving customer service, empowering employees, cutting red tape and getting back to basics," he told Law Enforcement News.

The award's hammer symbolizes the effort to build better government, Messinger added, and also recalls the \$600 hammers once ordered by the Defense Department that sparked a public outcry and have since come to symbolize government waste.

The hammer used for the award "is a \$6 hammer that was bought off the shelf," Messinger quipped.

Laurie Robinson, the assistant attorney general who heads the Office of Justice Programs, said Pavnet's award was well deserved. "It's a wonderful example of reinventing government to serve state and local communities," she told LEN. The National Institute of Justice played a leading role in the development of Pavnet, which was the Justice Department's sole nomination for the award.

"I spent 20 years working on criminal justice outside the Federal Government," Robinson noted. "One of the things I used to find so incredibly frustrating was getting good, updated information. Pavnet provides an opportunity to link communities and local practitioners into what's available — not only within the Justice Department — but also the five other Federal departments cooperating with us."

More than 30 agencies from the departments of Justice, Health and Human Services, Agriculture, Labor, Education, and Housing and Urban Development have submitted to Pavnet abstracts of nearly 700 programs now underway nationwide to address the problem of youth violence. [LEN, May 15, 1994.]

Pavnet is available through the Internet by tapping the address

PAVNET.ESUSDA.gov, said Paul Cascarano, the assistant director of NIJ, who played a key role, along with Pavnet team members Paul Estaver, Virginia Baldu, Mary Graham and Martin Lively, in bringing the project to fruition.

NIJ director Jeremy Travis said Pavnet is a breakthrough because it has brought such disparate Federal Government agencies together in a joint information-sharing effort "on behalf of communities." It also "symbolizes [the Clinton Administration's] effort to provide useful information directly to local decision-makers."

Travis added that the project is also innovative in its use of the information superhighway "to provide directed assistance to cities and communities in their efforts to develop effective programs against violence."



Deputy attorney general Jamie Gorelick, NIJ assistant director Paul Cascarano and Vice President Gore share smiles during presentation of the Hammer Award.

Parekh:

Declining morality & rising crime

By Sonia Parekh

The fraying of America's social fabric, with its components of social and moral dysfunction, is fast becoming a national obsession. We are a nation immersed in drug abuse, the breakup of the family, a slump in academic performance, the disfigurement of public places by gangs and freckle exhibitionists, the abuse of women and children, carjackings, drive-by shootings and abductions. We are a nation gripped by the fear of crime. The solution for this national crisis — a multibillion-dollar war on crime — may fall short of curbing crime if crime's causes and effects are not properly and thoroughly addressed. It would seem to beg the question, "What will the 1994 Federal crime bill do for a degenerating American society?"

As a country thriving from a Constitution that limits the power of government, while at the same time having the government be a protector of our freedoms — life, liberty and property — we certainly have lost the balance between societal rights and individual freedoms. There are daily confrontations with almost everyone in authority: blacks and Hispanics against the white power structure; children against parents, churchgoers against the religious establishment, etc. Instead of a culture of common good, we have become a culture of constant fear — of our families, friends, neighbors, and of the unknown. This fear is fueled by everything that the pure American ethic abhors — violence, infidelity, drug and alcohol abuse, guns, and more. The result is that people despise everything that we as a nation once embraced: religion, marriage, respect for authority and, above all, respect for human life. That is where the crime bill must have its greatest impact — on society as a whole.

Although crime is an overall societal problem, it has its basis in children. The unpleasant fact remains that violent children are turning into violent teen-agers, who are then turning into even more violent adults. The nation's leaders fear that declining social and economic conditions will encourage violent youths to continue in their anti-social, criminal ways. Yet so far, crime fighters have responded mainly by cracking down. States are expanding prison terms for young criminals and lifting the traditional confidentiality of juvenile files to enable tougher prosecution of repeat offenders. The crime bill would fund plans to boost the certainty of punishment for young offenders. But the most hotly debated initiative in Congress would allot several billion dollars for crime-prevention measures like "midnight basketball leagues, boys and girls clubs, and a long list of other projects aimed at

keeping teens busy and crime-free. Even though these are "small time" solutions for big-city problems, there is no magic crime-prevention bullet. Still, these programs, if amassed into local ventures, could spell the end of some crime in our society.

There were countless other areas of controversy in the crime bill, which includes such

will be saved.

The 1994 crime bill's statistical makeup is not what is important to the welfare of American society. What matters is the social, economic and moral impact this legislation will have on society. Our nation needs a conservative approach to a rising epidemic that has gone beyond killing adults and is now consuming the lives of those

teach conflict-resolution skills, stress firearm safety or offer adult mentors. We can fight crime community-wide, so that our police have continued backup whenever they need assistance. We can have family intervention programs to help out parents with financial difficulties and provide counseling opportunities with their children, their careers, or life in general. Simple ideas can, whether it is midnight basketball, or workshops on crime, disease, gang warfare, or interpersonal relationships.

Finally, we need to plan for the long haul. Even crime prevention strategies take years of responsible management and follow-up. The crime problem is not going to dissolve in a year or two. However, if the nation can stay the course, we may see a difference after several years.

The 1994 crime bill offers the nation a chance to regain control of our society through national and local intervention. As House Speaker Newt Gingrich has stated: "More policemen won't change the man who wants to steal or rape; cops in school corridors won't make up for a lack of parental training. Parents must adhere to better values, thus creating better homes." Only then will we see a return to the virtues of honest, responsibility, tolerance, self-discipline, work, perseverance and faith. Only then, with the return of a moral society, will we have truly turned a corner on reducing this country's crime rate.

"We need to plan for the long haul. Even crime prevention strategies take years of responsible management and follow-up."

details as tougher penalties for sex offenders and spousal abusers; an increase in police hiring and training, more prison construction, and an increase in recreational and educational centers. The crime bill bans the sale or transfer of handguns to juveniles without parental consent, and expands the death penalty to cover a wide array of Federal crimes. If the components of the crime bill are implemented with local community support — from parents, teachers, police officials, neighbors and children — the money put into the bill will be well worth the number of lives that

who represent America's future: our children. We have lost sight of the fact that the things we cherish the most — our lives — are the things we are losing the fastest. Each individual member of society must stand up and take responsibility for his or her actions.

At the same time, there are certain things we can do in our own communities to make a difference on a national level. We can start prevention early, in order to shape habits and notions of right and wrong in children for a lifetime. We can get schools more involved in the lives of students, to

Lyons:

Panacea or tragedy? Capital punishment & the 1994 crime bill

By John H. Lyons

Hailed by many as a panacea for controlling crime in America, the Violent Crime Control and Law Enforcement Act of 1994 will do little to eradicate crime, while escalating the costs to administer criminal justice, increasing prison population, legally killing more people, further polarizing the nation, and adding to institutional malversation. Included in this \$30-billion-plus program are 60 new Federal capital crimes, while \$3.3 billion was cut out as "pork" for crime prevention.

Nowhere with any crime bill is the argument more critical than when we consider that troubling state-assisted step into the final exclusion society imposes on the damned. The question of

guilt and innocence is rendered moot once the executioner plays his sterile tune. But a closer look at this incisive institution reveals a subliminal foundation for capital punishment. A contradictory relationship exists, rooted on the one hand in materialism, and on the other in the historical humanism of the 18th century, which had initiated humane penal reforms. The relationship is antagonistic to good criminal justice administration, because the two parts support opposing values of opulence and immediate gain, which saturate society, and denial of humanity to those who lack sufficient resources, either mental or material, to compete.

Current political philosophy in America is not based on humanistic justice in the classical sense, which calls for rejection of scholasticism. Today, we are concerned with expediency and wholesale adjudication, which results not in extinction of crime, but in the abandonment of people. This neo-scholasticism, which concentrates on the

dogma of deterrence and retribution and religiously supports cupidity as a social norm, decries outcasts. While capital punishment ends a life, it reveals more about the society that uses it than it does about the person whose life is snuffed out. Death by decree guts rejuvenation of both the individual and his society, dehumanizing the law and penology by abetting a market concept of justice. Judge Lois Forer points out in "Money and Justice" that Supreme Court Justices view life and death in utilitarian terms of money. She says, "Despite lip service to the doctrine of equal protection of laws, the courts have in effect put a price tag on justice" through a form of cost-benefit analysis.

Since 1976, when the Supreme Court voted in *Gregg v. Georgia* to uphold capital punishment, this country has depended more and more on execution as a viable solution to social ills. The conservative mood which fuels local political rhetoric creates an atmosphere of acrimony, particularly in Southern states, which lead the nation in executions.

Most public opinion polls conducted over the past 20 years support capital punishment. Nevertheless, citizens today are confused by social problems and driven by fear. Politicians take advantage of ample opportunities to exploit the public by drawing false pictures of crime and its remedies. The 1994 crime control act was just plain good politics for politicians looking forward to re-election. Clarence Lusane, writing in the Fall 1994 issue of *Covert Action*, notes that the crime bill wasn't passed to address the roots

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(John H. Lyons is a freelance writer in criminal justice and political psychology. He currently works for the South Carolina Department of Social Services in Charleston.)



What do we really know?

Community policing under the microscope

The Challenge of Community Policing: Testing the Promise.
Dennis P. Rosenbaum, ed.
Thousand Oaks, Calif.: Sage Publications, 1994.
320 pp.

By Tom McEwen

In this volume, Dennis Rosenbaum has brought together 20 articles on the current state of community policing, as viewed by some of the foremost researchers and evaluators in the country. A preface spells out his purpose clearly and succinctly: to move beyond "smoke and mirrors" to a discussion of what has actually been proven, or disproven, by police departments experimenting with community policing. Anyone with an interest in the implementation and evaluation of community policing should read this important book.

The opening chapter by John Eck and Dennis Rosenbaum looks at the issues of effectiveness, efficiency and equity in community policing. Part II presents the results of two major multi-site assessments — the Federally funded Innovative Neighborhood Oriented Policing program in eight cities (evaluated by Susan Sadd and Randolph Grinc from the Vera Institute) and an organizational analysis of community polic-

ing in six cities (by Deborah Weisel and John Eck). Part III includes assessments of community policing in Madison, Wis., (by Mary Ann Wycoff and Wesley Skogan), Philadelphia (by Jack Greene, William Bergman and Edward McLaughlin), and San Diego (by George Capowich and Janice Roehl). It concludes with a review of the literature on the effects of community policing on police personnel.

Part IV describes three studies of the impact of community policing on residents and neighborhood problems. Wesley Skogan discusses a cross-site analysis of six cities; Gary Cordero describes a foot patrol experiment in a public housing area of Lexington, Ky., and James Tien and Thomas Rich give the results of an enforcement program (a so-called "Weed and Seed-related" program) in Hartford, Conn. An international perspective is given in Part V, with discussions by Barry Leighton on community policing in Canada and by Trevor Bennett on English practices.

Part VI is devoted to current issues and concerns, of which there are several. Roy Roberg questions whether police organizations can effectively implement community policing. An article by the late Robert Trojanowicz discusses community policing's future. In separate articles, Warren Friedman and Michael Buerger analyze the

role of the community, and David Bayley describes international differences in approaches to community policing. In an excellent conclusion to the book, Mark Moore summarizes the overall progress of community policing and offers suggestions on the directions of future experimentation and evaluation.

The conclusions drawn by these authors are both optimistic and pessimistic, depending on one's perspective on what is important. For example, after reviewing 12 studies, Skogan concludes that, on balance, community policing has "exerted a positive impact on the police and on citizens' views of the police." However, he cautions against becoming too excited about these results because several of the reviewed studies had serious methodological problems. Cordero's study of foot patrol in the Bluegrass-Aspendale public housing complex in Lexington gives high marks the elimination of open-air drug markets and increased use of open areas by residents. On the other hand, however, calls complaining of disorderly conduct and vandalism showed substantially greater increases in the target area than in the rest of the city.

Perhaps the most pessimistic tones are sounded about the role of the "community" in community policing. Friedman and Buerger both dis-

cuss the difficulties in defining what a community is, in determining who speaks for the community, and in achieving "critical mass" in community participation. Sadd and Grinc sound the most pessimistic notes of all. On the basis of extensive interviews at their eight sites, they conclude that "community residents generally may not want to become involved in the community policing effort" (emphasis in original).

Roberg, in his discussion of several internal obstacles to implementation of community policing, questions whether police organizations can effectively implement community policing. His answer? "It all depends." But he makes the interesting observation that eventual success will depend on changing organizational designs and managerial styles, higher educational standards for officers, and redefinition of training and reward structures.

The inherent weakness of any book of readings about community policing is that it has more breadth than depth. The difficult lies in the lack of a common definition for community policing. Evaluations are therefore a function of the specific community-policing activities within a police organiza-

tion and the interests of the evaluator. The result is that we get views of several aspects of community policing, but not a solid picture.

In his concluding chapter, Moore comments at some length on this theme. He notes (as do several other authors) that there are no definitive answers yet developed as to whether community policing works. He discusses the ambiguity about what community policing is, but states that the ambiguity is currently a virtue because it promotes experimentation.

Moore's general outlook is positive as he calls for continually taking stock of community policing developments in police organizations. His overall conclusion based on the contents of this book may reflect what others will feel after a careful reading: "Somewhat unexpectedly, I came away from reading these chapters a little more optimistic than I was before I read them."

(Tom McEwen is Managing Principal and co-founder of the Institute for Law and Justice Inc., located in Alexandria, Va. He has more than 20 years of experience in law enforcement research and evaluation.)

The dark side of the force: why some good cops go bad

Forces of Deviance: Understanding the Dark Side of Policing.
By Victor E. Kappeler, Richard D. Sluder and Geoffrey P. Alpert.
Prospect Heights, Ill.: Waveland Press, 1994.
308 pp.

By Walter M. Francis

"Forces of Deviance" deals in a comprehensive fashion with the major issues and perspectives related to police misconduct in the United States. This type of book has been sorely needed since there has not been a text covering this subject that is suitable for use by police practitioners, professors and students. There are several excellent anthology/reader volumes available, but they lack the continuity of a specific text in covering this important area.

The authors provide excellent social science material, including detailed discussions of the history, causation and definition of police deviance. They offer insight into the police subculture and normative structure found in police organizations which allow such behavior to take place and perpetuate itself. Theoretical psychological and sociological perspectives are included to show how individuals and organizations develop the improper norms of police deviance.

Perhaps the most interesting parts of the book are the four chapters that provide detailed case studies of major types of contemporary police deviance. Police brutality is covered by a chapter on the LAPD/Rodney King

incident. The authors go well beyond the well reported incident itself and analyze the factors that allowed the LAPD officers to engage in such behaviors. Parts of the Christopher Commission's findings and recommendations are included.

The police investigation in the Jeffrey Dahmer case is included to illustrate the subject of discriminatory acts by police officers, in this case those of the Milwaukee Police Department. Drug-related misconduct is described analyzed with a look into the late-1980's "Buddy Boys" scandal in New York's 77th Precinct, which parallels the more recent situations in the 75th Precinct involving Michael Dowd and the evolving "Dirty 30" scandal in the 30th Precinct. The Mollen Commission was created in response to just such large-scale acts of drug-related deviance.

Finally, the Metropolitan Police Department in Washington, D.C., is used as an exemplar of several other types of police misconduct that were allowed to flourish due to extremely poor management of the agency — misconduct that includes abuse of authority, misuse of information, deception, dishonesty, cover-ups and other crimes by police officers.

All of these compellingly interesting cases provide valuable insights into areas of causation. Each department is scrutinized by the authors to determine exactly what in the working and managerial environments allowed such acts to begin in the first place, and to provide answers to questions of how deviance could grow into the perva-

sive problem in each of the organizations described.

The book deals with controlling and minimizing such deviance in two chapters at the end of the work. These chapters are not as strong as the rest of the book, and do not provide much in the way of real prescriptive ideas for prevention. They do allow the proper flow for the text, and do provide a minimal amount of ideas for such controls. In future editions, the authors might decide to include at least one case study of a successful response to such conduct.

Such criticism notwithstanding, this is an excellent work that fills a gap that has been evident for quite some time. Police chiefs should take advantage of this book in preparing their agencies for responses to this problem. It provides enough insights into management issues related to police misconduct that creative leaders should be able to develop and implement programs to respond to such incidents.

Educators and trainers will find this a very important work. It can be used for college-level courses dealing with police ethics, and is written to meet the needs of comprehensive courses dealing with police misconduct. A high-quality instructor's manual by Richard Sluder is also available from the publisher. This will prove to be a very important addition to the existing literature on police deviance and misconduct.

(Walter M. Francis is associate professor of criminal justice at Central Wyoming College in Rverton, Wyo.)

Ain't Nobody's Business If You Do: The Absurdity of Consensual Crimes in a Free Society.

By Peter McWilliams.
Los Angeles: Prelude Press, 1993.
788 pp., \$22.95.

By Joyce Edgar

Peter McWilliams is a man of passion for personal freedom, individual expression and the right to live one's own life. He feels individual freedom should be subject only to the limitation that individuals not harm the person or property of another. While it is generally accepted that a basic function of the criminal justice system is to enforce the standards of society, McWilliams argues that the standard of law, the Bill of Rights, is not adhered to. He contends that moralistic interpretations of questionable validity intrusively violate the constitutionally guaranteed freedom to live our own lives. As a result, more than 4 million people are arrested every year for doing something that hurts no one other than potentially themselves.

McWilliams defines consensual crime as any activity, currently illegal, that does not physically harm the person or property of another. He identifies the most common such crimes as gambling, drug use, some adult sexual activities (including prostitution and

(Joyce Edgar is a graduate assistant in the Department of Public Administration at San Diego State University.)

pornography), regenerative drug use and unorthodox medical practices, unconventional religious practices, failure to use safety devices (such as helmets and seatbelts), public drunkenness and vagrancy (as long as they don't become trespassing or disturbing the peace).

The argument against criminalizing consensual activities is based on the premise that it is un-American, violating constitutional protections of personal freedoms and the separation of church and state. McWilliams contends that it violates the very principles of capitalism and open market on which our economic system is based. He also argues that it is unreasonably expensive in terms of implementation costs, the destruction of lives, and by encouraging "real" crime with artificially inflated prices. Government regulation and taxation, he suggests, can generate legitimate jobs, thereby stimulating the economy and tax revenues.

On each page of text, McWilliams has boxed a quotation to provoke a reader's thoughts. He offers this one from Abraham Lincoln: "Prohibition goes beyond the bounds of reason in that it attempts to control a man's appetite by legislation, and makes a crime out of things that are not crimes."

In McWilliams's view, society should support personal expression, diversity, freedom of choice and growth. He sees laws against consensual crimes as reinforcing negative societal values such as fear, hatred, bigotry, oppression and conformity, which result in a

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The death penalty: panacea or tragedy?

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of crime. Instead, he says, "by scapegoating the poor, especially blacks and Latinos, passing the bill let politicians and policy-makers off the hook. If the nation's problems could be blamed on crime, it would be unnecessary to develop long-term structural solutions to poverty, racism, drug abuse, lowered prospects, decaying inner cities, and a chronic lack of decent jobs."

In fact, the statistics seem to suggest an analogous relationship between violent crime, execution, education and economic status. Using a symmetrical distribution of reported violent crimes per 100,000 population from 1970 to 1976, when there was no death penalty, the norm is 428. Since 1977, the norm is 606 violent crimes (which include murder, forcible rape, robbery and aggravated assault), a 42-percent increase over the six-year norm. The increase was sustained even though 188 prisoners were executed during the same period. As of December 1991, 2,482 people awaited execution in state prisons.

Just as interesting to consider are statistics that harmonize the tie-in to education and per-capita income. Of the 2,482 death-row inmates in 1991,

47 percent did not even have a high school education. The probable economic influence on crime can be seen by considering two states with a death penalty, Texas and Florida, and two states with no death penalty, Massachusetts and New York. Since 1977, Texas has executed 54 inmates and Florida 29. Violent crime in Texas stood at 806 per 100,000 in 1992, while in Florida it was 1,207. Massachusetts' violent-crime rate was 779 for 1992, and New York's stood at 1,122. Combined statistics suggest that although Texas and Florida have executed 83 people and New York and Massachusetts none, the crime rate in the former states is still 6 percent higher than in the latter two.

When we then consider per-capita income, we find that in 1992, per-capita income in Texas was \$12,904,

and in Florida \$14,698, while in New York it was \$16,501 and in Massachusetts it was \$17,224. Massachusetts has the highest per-capita income and the lowest crime rate per 100,000 population.

Barbara Dority, president of Humanists, says that capital punishment discriminates against poorer populations. The majority of those on death row are poor and living in poverty at the time of arrest. Per-capita income is an indicator of the general economic condition. So why don't our leaders deal with the causes of crime instead of its symptoms? After all, the cost of housing a prisoner under a life sentence may be as much as \$2 million less than for the same prisoner to be executed.

We might think that our political leaders don't do their homework. Even

so, the answer lies hidden behind fine political rhetoric, obscured by the insidious moral cancer that styles the American political system. We would be appalled to see, even admit, that human life in mass society is valueless, despite televised myths to the contrary. The reality is that we routinely denigrate the lives of those who are economically less valuable — the poor, the misfits, cast down and somewhat pacified by the public dole. Then we rub their anguished faces in our tax dollars by calling them lazy and nefarious.

Political disintegration is closely allied with the moral breakdown of culture. In modern American society, capital punishment is viewed falsely as a cure-all for heinous crime, mandated by a society steeped in its own self-righteousness, self-justified in all

its economic and moral imperfections. Yet we do not see the underlying contradiction between our professed belief in human value and the negation of human life.

Recently, former Supreme Court Justice Lewis Powell wrote that his vote to uphold the death penalty was a mistake and that he now would vote against it (Criminal Justice Ethics, Winter 1994). And in the case of *Collins v. Collins*, Justice Harry Blackmun wrote just before his retirement that "from this day forward, I no longer shall tinker with the machinery of death." There is still a chance that we will politically redeem ourselves before it's too late to save lives, but rolling along with President Clinton's new sophisticated crime bill does nothing to enhance my vision of a more genteel society.

Encouraged by other cities' efforts, D.C. eyes a bumper harvest of illegal guns

Continued from Page 1

finding guns in an average of 1 out of every 28 traffic stops. He estimated that for each gun seized, more than two gun crimes were prevented.

"Having full traffic enforcement by two-officer cars in high-homicide areas led to the detection of a lot of guns in cars," Sherman said. "By taking more gun off the streets — primarily out of cars — we reduced gun crimes almost 50 percent in Kansas City."

A report on the experiment that was released by the National Institute of Justice last month outlined other successes. Among them:

¶ Neither the rate of gun crimes nor the number of guns seized changed significantly in a similar beat located several miles away, where directed patrol was not used. Nor did researchers find a displacement of gun crimes to patrol beats in surrounding areas.

¶ Drive-by shootings in the target district fell from seven to one, but doubled from six to 12 in the control

area. No increases were noted in beats adjacent to the target area.

¶ Homicides showed "a statistically significant reduction" in the target area, but not in the control area.

¶ In surveys taken before and after the experiment, residents of the target area said they feared crime less than those who lived in the control area.

¶ Two-thirds of suspects arrested for carrying a gun resided outside the target area.

¶ Only gun crimes were affected by the directed patrols. There were no changes in the number of calls for service or in the total number of violent or non-violent crimes reported.

The program was not without its costs. Using Federal funds from a Justice Department-sponsored "Weed and Seed" program, \$700,000 was spent on the police overtime to conduct the experiment, in which four officers worked a "power shift" seven days a week. Yet in terms of the gun yield per hour of police patrol, the gun-interception teams were 10 times more effective

than regular police patrols.

"An investment of 4,512 police officer-hours was associated with 29 more guns seized and 83 fewer gun crimes, or 54 patrol hours per gun crime and more than two gun crimes prevented per guns seized," according to the NJ report.

Last November, Sherman began a replication of the experiment in Indianapolis, but without Federal funds for police overtime. "We're seizing guns with slightly less investment in officer hours, so it's a more efficient program," he said. "But it may not be as effective because we don't have as many hours to put into it."

Sherman said he expects to announce some preliminary results of the Indianapolis effort this summer.

Adina Schwartz, a professor of law and police science at John Jay College of Criminal Justice in New York, raised the concern that aggressive traffic stop tactics to seize guns might result in a disproportionate number of minority motorists being stopped by police.

"We've known for a long time that black motorists are stopped more than whites," she said. "The question is whether that's a result of prejudice on the part of police or because police equate being black with being dangerous — or is it because blacks are more likely to be involved in crime?"

Schwartz added that the experiments provide an opportunity to study factors involved in police decisions to make traffic stops and whether racial imbalances exist.

Sherman maintained that officers are trained to ensure that stops and searches are carried out in a constitutionally sound way. In fact, he believes police do not use all of the authority available to them to conduct searches and seizures, particularly that provided by the Supreme Court's landmark *Terry v. Ohio* ruling.

The 1968 *Terry* decision says that police can frisk pedestrians if they have a "reasonable belief" based on "specific and articulable facts" that an officer could be endangered because the suspect has a gun.

The reluctance to use those powers, Sherman said, is a legacy of the 1960's-era belief that making a lot of traffic stops was bad for community rela-

tions. "What we know in the 1990's is that if you're polite and respectful, making a lot of stops can be community policing — if it's focused on the No. 1 community concern, which is gun crime."

"If they don't have any basis for thinking the guy's got a gun, then they don't do the search," Sherman continued. "But as they approach the car, and the guy is sticking something under the seat of the car or looking very nervous and fidgety, and he's in a high gun-crime area late at night — given those articulable facts, the Supreme Court says a search is legal."

Sherman said that these kinds of gun-reduction programs could very well work in Washington, D.C. "Washington has a very low ratio of guns seized per homicide," he noted. "With four times as many homicides as Indianapolis, Washington seizes only slightly more guns than Indianapolis. So I think there's a lot more room for harvesting an unharvested crop of guns."

County PD may try steady shifts

Continued from Page 7

neutral in order to be considered for countywide implementation."

Vieser added that if the experiment proves successful, the 10- or 12-hour shifts would become the norm throughout the 2,100-agency.

If the fixed shifts are adopted permanently, the Nassau County Police Department would join a handful of agencies in 22 states that have instituted 10- or 12-hour steady shifts, according to Dr. William W. Stenzel, director of the School of Police Staff and Command at the Northwestern University Traffic Institute in Evanston, Ill.

Extended tours provide savings in administrative costs because fewer shifts are involved, Stenzel said, but the larger benefits come to departments involved in community policing. "It makes more sense to place officers in the same area during the same time of day so they can better interact with the people who live and work there," he said.

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Upcoming Events

MARCH

15-17. Simulating Policy Impacts on Prison Populations II. Presented by the Justice Research & Statistics Association. Washington, D.C. \$595/\$695.

15-17. Successful Criminal Justice Grantwriting. Presented by Justice Planning & Management Associates. Las Vegas. \$350.

16-17. Firearms Retention & Gun Disarming. Presented by Modern Warrior Inc. Lindenhurst, N.Y.

16-17. Police Background Investigations. Presented by Hutchinson Law Enforcement Training, LLC. Peekskill, N.Y. \$175.

16-17. Stress Management for Public Safety Personnel. Presented by Frederickson Consulting Inc. Glendale, Calif.

18-19. Advanced Private Investigator Course. Presented by the Investigative Training Institute. Annapolis, Md.

19-21. Street Survival '95. Presented by Calibre Press. Greensboro, N.C. \$179/\$155/\$105.

19-22. 22nd National Conference on Juvenile Justice. Presented by the National Council of Juvenile & Family Court Judges and the National District Attorneys Association. Phoenix. \$345/\$315.

20-21. Risk Management: Deadly Force & Pursuit Driving Policy. Presented by the Southwestern Law Enforcement Institute. Dallas. \$145/\$195.

20-21. Executive/VIP Protection. Presented by the Executive Protection Institute. Las Vegas.

20-22. Computerized Traffic Accident

Reconstruction III: Introduction to EDSMAC. Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$450.

20-24. Police Internal Affairs. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$450.

20-24. DWI Instructor Course. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$450.

20-24. Tactical Techniques for Drug Enforcement. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.

20-April 7. Command Training Program. Presented by the New England Institute of Law Enforcement Management. Wellesley, Mass.

21-23. Arson Investigation. Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$400.

22-23. Advanced Firearms Course. Presented by Barton County Community College. Great Bend, Kan. \$75.

22-23. Managing Security Systems. Presented by the Executive Protection Institute. Las Vegas.

23-24. Raid Planning, Preparation & Execution. Presented by Hutchinson Law Enforcement Training, LLC. Cheshire, Conn. \$175.

23-24. Criminal Intelligence Operations. Presented by Hutchinson Law Enforcement Training, LLC. Roanoke, Va. \$175.

24-25. Stress Management for Public Safety Personnel. Presented by Frederickson Consulting Inc. Carson City, Nev.

25-26. Public Records Research. Presented by the Investigative Training Institute. Annapolis, Md.

27-28. Spanish for Law Enforcement. Presented by Barton County Community College. Great Bend, Kan. \$75.

27-28. IA Trak 2/PC-Based Internal Affairs Records Management. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$295.

27-29. Street Survival '95. Presented by Calibre Press. Portland, Ore. \$179/\$155/\$105.

27-30. Advanced Hostage Negotiations. Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$500.

27-31. Police Traffic Radar Instructor. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$450.

27-31. Advanced Interviews & Interrogation. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$450.

27-31. Implementing & Managing Community Policing. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.

27-31. Crime Scene Processing. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$525.

27-31. Vehicle Dynamics. Presented by the Northwestern University Traffic Institute.

Evanston, Ill. \$575.

30-31. Police Dispatcher Training. Presented by Hutchinson Law Enforcement Training, LLC. Granby, Conn. \$175.

30-31. Concealment Areas within a Vehicle. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$325.

APRIL

1-3. Street Survival '95. Presented by Calibre Press. Edmonton, Alberta, Canada. \$179/\$155/\$105.

3-7. Community-Based Crime Analysis. Presented by the Southwestern Law Enforcement Institute. Dallas. \$395/\$295.

3-7. Basic Hostage Negotiations. Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$500.

3-7. Narcotics Identification & Investigation. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$450.

3-7. Seminar for the Field Training Officer. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$450.

3-7. Tactical Skills in K-9 Operations. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.

3-14. Drug Law Enforcement School for

Investigators. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glynnco, Ga.

3-14. Traffic Accident Reconstruction I. Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$875.

3-14. At-Scene Traffic Accident/Traffic Homicide Investigation. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$595.

3-June 9. School of Police Staff & Command. Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$2,200.

6-7. Community Policing. Presented by Hutchinson Law Enforcement Training. Braintree, Mass. \$175.

10-11. Domestic Violence/Child Abuse. Presented by Hutchinson Law Enforcement Training. Concord, Mass. \$175.

10-13. Comprehensive Staff Inspections. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$450.

10-14. Introduction to PC-based Crime Analysis. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$595.

10-14. Police Internal Affairs. Presented by the Institute of Police Technology & Management. St. Petersburg, Fla. \$450.

"Consensual crime": Caring enough to find a better approach

Continued from Page 9

disregard for law. The prohibition of consensual activity, which he says is an attempt to legislate morality, overloads the criminal justice system, and is unfair in the random way it is enforced. Such prohibition discriminates against minorities and the poor and is ineffective as a deterrent. He poses two probing questions: Don't we have more important things to worry about? Is such prohibition worth throwing someone in jail for?

Again, we hear from Lincoln: "A prohibition law strikes a blow at the very principles upon which our government was founded."

McWilliams does not endorse participation in any particular consensual crime; what he supports is the opportunity for every adult to take part in any or all of them without fear of being jailed. The only way to have a free society is for individuals to have free choice.

The author's exploration of the hypocrisy of America's official stand on drugs includes this 1993 observation from Federal Judge Whitman Knapp: "After 20 years on the bench I have concluded that Federal drug laws are a disaster. It is time to get the Government out of drug enforcement." Many long-time law enforcement officers were at a loss to understand Judge Knapp's position. McWilliams's research uncovered this nugget from John Wayne that would surprise police officers even more. "There's been no top authority saying what marijuana does to you," Wayne observed. "I tried it once but it didn't do anything to me."

Our Government subsidizes tobacco production when cigarette smoking is the No. 1 cause of preventable deaths and second-hand smoke causes the deaths of 53,000 more people annually. Then there's marijuana, or hemp. Hemp was a commercial crop grown

by both George Washington and Thomas Jefferson. Benjamin Franklin used it in one of America's first paper mills. The fiber is stronger, softer, warmer and longer lasting than cotton. The seed is an excellent source of protein. Different parts of the plant can be used in medicines and building materials. But when in the 1930's technology was developed to utilize hemp fiber more economically, the plant was outlawed. The commercial applications of hemp fiber were a competitive threat to those who had invested heavily in wood and the new synthetic fiber, nylon. McWilliams wonders whether greed may have factored into the prohibition of hemp. William Randolph Hearst and the Du Pont Corporation were among those who made a fortune on wood and nylon fiber thanks in part to the prohibition of hemp. It was also during this period that yellow journalism helped to popularize the Mexican term for hemp, with such headlines as "New Dope Lure, Marijuana, Has Many Victims," and "Marijuana Makes Fiends of Boys in 30 Days."

In 1933, Adolf Hitler observed, "The great masses of the people... will more easily fall victims to a big lie than to a small one." During Congressional hearings in 1937, the American Medical Association opposed the prohibition of cannabis. Derived from the hemp plant, it was used in "at least 28 medicinal products" on the market at the time. It was a "benign drug used and prescribed by the medical profession for more than 100 years."

When the bill came for a final vote in Congress, however, its supporters lied and said the AMA supported such a prohibition. Then the commissioner of the Federal Bureau of Narcotics harassed doctors with prosecutions for prescribing narcotics for "illegal purposes," until in 1939 the AMA agreed

to support the law. After a 1944 study claimed positive benefits of marijuana, the commissioner banned all marijuana research in the United States. This same commissioner, according to McWilliams, supplied morphine to Senator Joseph McCarthy on a regular basis for years to protect McCarthy from being blackmailed over his drug habit. Hitler, it would seem, was onto something.

McWilliams poses an intriguing question: Why do we have so much trouble accepting that different people have different desires and fulfill those desires in different ways? In considering that question, one might think about a few other quotations cited in this book:

"The aim of the law is not to punish sins." (Justice Oliver Wendell Holmes)

"Tolerance implies no lack of commitment to one's own beliefs. Rather it condemns the oppression or persecution of others." (President John F. Kennedy)

"It is well for people who think who think to change their minds occasionally in order to keep them clean. For those who do not think, it is best at least to rearrange their prejudices once in a while." (Luther Burbank)

"Apathy is one of America's greatest problems, but who cares?" (Anonymous)

Indeed, who does care enough to try to find a better way? The 350,000 people McWilliams claims are in jail right now for consensual crimes probably care, as do their families. The taxpayers who are spending more than \$50 billion a year to punish people for crimes that do not physically harm the person or property of another should care. Anyone who invests the time and effort to read this sometimes entertaining, sometimes shocking, but consistently well-presented book will at least be thinking about it.

For further information:

(Addresses & phone/fax numbers for organizations listed in calendar of events.)

Barton County Community College, Attn. James J. Ness, Director, Administration of Justice Programs, R.R. 3, Box 136Z, Great Bend, KS 67530-9283. (316) 792-1241 Fax: (316) 792-8035.

Calibre Press, 666 Dundee Rd., Suite 1607, Northbrook, IL 60062-2727. (800) 323-0037.

Edmonton Police Service, Attn. Sgt. R. Montgomery, 9620 103A Ave., Edmonton, Alberta, Canada T5H 0H7. (403) 421-2861. Fax: (403) 421-2808.

Executive Protection Institute, Arcadia Manor, Rte. 2, Box 3645, Berryville, VA 22611. (703) 955-1128.

Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training, Building 67, Glynnco, GA 31522-9977. (800) 743-5382 Fax: (912) 267-2894.

Frederickson Consulting Inc., 541 W 98th St., #345, Minneapolis, MN 55420. (612) 884-0249 Fax: (612) 884-2485.

Hutchinson Law Enforcement Training, LLC, P.O. Box 822, Granby, CT 06035 (203) 653-0788.

Institute of Police Technology & Management, University of North Florida, 4567 St Johns Bluff Rd So., Jacksonville, FL 32216 (904) 646-2722.

International City/County Management Association, Attn: E. Roberta Lesh, Director, Police Programs, 777 N. Capitol St. N.E., Suite 500, Washington, DC 20002-4201. (202) 962-3575. Fax: (202) 962-3500.

International Police Mountain Bike Association, 190 W Ostend St., Suite 120, Baltimore, MD 21230-3755. (410) 539-

3399 Fax: (410) 539-3496.

Investigative Training Institute, 621 Ridgely Ave., Suite 100, Annapolis, MD 21401. (800) 828-0317.

Justice Planning & Management Associates, P.O. Box 5260, Augusta, ME 04332 (207) 582-3269.

Justice Research & Statistics Association, 444 N. Capitol St., NW, Suite 445, Washington, DC 20001. (202) 624-8560. Fax: (202) 624-5269.

Modern Warrior Inc., 711 N Wellwood Ave., Lindenhurst, NY 11757. (516) 226-8383.

New England Institute of Law Enforcement Management, P.O. Box 57350, Babson Park, MA 02157-0350. (617) 237-4724

National Conference on Juvenile Justice, National District Attorneys Association, 99 Canal Center Plaza, Suite 510, Alexandria, VA 22314. (703) 549-9222. Fax: (703) 836-3195.

Northwestern University Traffic Institute, 555 Clark St., P.O. Box 1409, Evanston, IL 60204. (800) 323-4011

Public Safety Training Inc., P.O. Box 106, Oak Harbor, OH 43449 (419) 732-2520.

R.E.B. Security Training Inc., P.O. Box 697, Avon, CT 06001. (203) 677-5936 Fax: (203) 677-9635

Rollins College, Public Safety Institute, 1000 Holt Ave., #2728, Winter Park, FL 32789-4499. (407) 647-6080. Fax: (407) 647-3828

Southwestern Law Enforcement Institute, P.O. Box 830707, Richardson, TX 75083-0707. (214) 690-2394 Fax: (214) 690-2458

Law Enforcement News

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Open season on illegal guns:

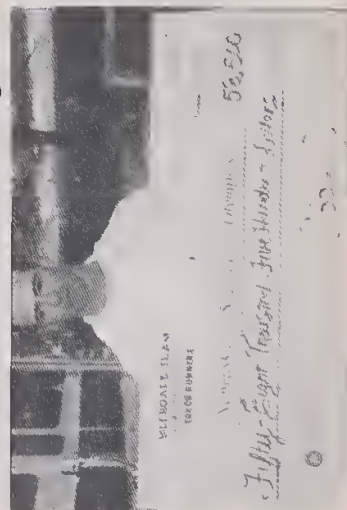
Washington may become the next city to try aggressive stop-and-search tactics in an effort to curb gun crimes. **See Page 1.**

Community policing's other partner:

The Chicago PD gets set for an ambitious program to train the community in problem-solving techniques. **On Page 5.**

Why is this cop smiling?

You would be, too. **See Page 5.**



Get me rewrite:

With the ink barely dry on the 1994 Crime Control Act, the House of Representatives is in high gear in an effort to rewrite most of its provisions. Find out why some police groups are seeing red. **On Page 1.**

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